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Title:
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Place:
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Date:
1936

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74th Congress
2d Session } SENATE COMMITTEE PRINT No. 7

MUNITIONS INDUSTRY

MINUTES

OF THE

COUNCIL OF NATIONAL DEFENSE

Printed for the use of the
Special Committee Investigating the Munitions Industry

UNITED STATES
GOVERNMENT PRINTING OFFICE
WASHINGTON : 1936

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LETTER OF CERTIFICATION

UNITED STATES OF AMERICA,
WAR DEPARTMENT,
Washington, May 9, 1935.

I HEREBY CERTIFY that the attached papers are true copies of records of the War Department as contained in the files of the War Industries Board, on file in the office of The Assistant Secretary of War, Washington, D. C.

HARRY B. JORDAN,
Colonel, Ordnance Department,
Custodian of Records, War Industries Board.

I HEREBY CERTIFY that Colonel Harry B. Jordan, who signed the foregoing certificate, is the Custodian of Records of the War Industries Board, and that to his certification as such full faith and credit are and ought to be given.

IN TESTIMONY WHEREOF, I George H. Dern, Secretary of War, have hereunto caused the seal of the War Department to be affixed and my name to be subscribed by the Assistant Chief Clerk of the said Department, at the City of Washington, this Ninth day of May, 1935.

GEO. H. DERN,
Secretary of War.
By F. M. HOADLEY,
Assistant Chief Clerk.

EXPLANATORY NOTE

This volume was printed from certified copies of the original minutes of the Council of National Defense which were supplied to the Committee by the War Department. All typographical and grammatical errors, breaks in continuity of the text, and mistakes and omissions are printed exactly as they occurred in the original. The committee finds that it is beyond its province to incorporate the necessary corrections.

1 MINUTES OF MEETING, COUNCIL OF NATIONAL DEFENSE

COUNCIL OF NATIONAL DEFENSE AND ADVISORY COMMISSION

Established by the Act of Congress approved August 29, 1916, entitled "An Act making appropriations for the support of the Army for the fiscal year ending June thirtieth, nineteen hundred and seventeen, and for other purposes"

PUBLIC, NO. 242, 64TH CONGRESS

(H. R. 17498)

SEC. 2. That a Council of National Defense is hereby established, for the coordination of industries and resources for the national security and welfare, to consist of the Secretary of War, the Secretary of the Navy, the Secretary of the Interior, the Secretary of Agriculture, the Secretary of Commerce, and the Secretary of Labor.

That the Council of National Defense shall nominate to the President, and that the President shall appoint, an advisory commission, consisting of not more than seven persons, each of whom shall have special knowledge of some industry, public utility, or the development of some natural resource, or be otherwise specially qualified, in the opinion of the council, for the performance of the duties hereinafter provided. The members of the advisory commission shall serve without compensation but shall be allowed actual expenses of travel and subsistence when attending meetings of the commission or engaged in investigations pertaining to its activities. The advisory commission shall hold such meetings as shall be called by the council or be provided by the rules and regulations adopted by the council for the conduct of its work.

That it shall be the duty of the Council of National Defense to supervise and direct investigations and make recommendations to the President and the heads of executive departments as to the location of railroads with reference to the frontier of the United States so as to render possible expeditious concentration of troops and supplies to points of defense; the coordination of military, industrial, and commercial purposes in the location of extensive highways and branch lines of railroad; the utilization of waterways; the mobilization of military and naval resources for defense; the increase of domestic production of articles and materials essential to the support of armies and of the people during the interruption of foreign commerce; the development of seagoing transportation; data as to amounts, location, method, and means of production, and availability of military supplies; the giving of information to producers and manufacturers as to the class of supplies needed by the military and other services of the Government, the requirements relating thereto,
2 and the creation of relations which will render possible in time of need the immediate concentration and utilization of the resources of the Nation.

That the Council of National Defense shall adopt rules and regulations for the conduct of its work, which rules and regulations shall be subject to the approval of the President and shall provide for the work of the advisory commission to the end that the special knowledge of such commission may be developed by suitable investigation, research, and inquiry and made available in conference and report for the use of the council; and the council may organize subordinate bodies for its assistance in special investigations, either by the employment of experts or by the creation of committees of specially qualified persons to serve without compensation but to direct the investigations of experts so employed.

That the sum of $200,000, or so much thereof as may be necessary, is hereby appropriated, out of any money in the Treasury not otherwise appropriated, to be immediately available for experimental work and investigations undertaken by the council, by the advisory commission, or subordinate bodies; for the employment of a director, expert and clerical expenses and supplies, and for the necessary expenses of members of the advisory commission or subordinate bodies, going to and attending meetings of the commission or subordinate bodies. Reports shall be submitted by all subordinate bodies and by the advisory commission to the council, and from time to time the council shall report to the President or to the heads of executive departments upon special inquiries or subjects appropriate thereto, and an annual report to the Congress shall be submitted through the President, including as full a statement of the activities of the council and the agencies subordinate to it as is consistent with the public interest, including an itemized account of the expenditures made by the council or authorized by it, in as full detail as the public interest will permit: *Provided, however,* That when deemed proper, the President may authorize, in amounts stipulated by him, unvouchered expenditures and report the gross sums so authorized not itemized.

3 MEMBERS OF THE COUNCIL

The Secretary of War, Hon. Newton D. Baker (Chairman).
The Secretary of the Navy, Hon. Josephus Daniels.
The Secretary of the Interior, Hon. Franklin K. Lane.
The Secretary of Agriculture, Hon. David F. Houston.
The Secretary of Commerce, Hon. William C. Redfield.
The Secretary of Labor, Hon. William B. Wilson.

MEMBERS OF THE ADVISORY COMMISSION

Hollis Godfrey (Chairman), President Drexel Institute, Philadelphia, Pa.

Howard E. Coffin, Vice President Hudson Motor Car Co., Detroit, Mich.

Bernard M. Baruch, 111 Broadway, New York City.

Samuel Gompers, President American Federation of Labor, Washington, D. C.

Franklin H. Martin, 30 North Michigan Avenue, Chicago, Ill.

Julius Rosenwald, Vice President Sears, Roebuck & Co., Chicago, Ill.

Daniel Willard, President Baltimore and Ohio R. R. Co., Baltimore, Md.

4 A Joint Meeting of the Council of National Defense and the Advisory Commission was Held in the Office of the Secretary of War, Washington, D. C., December 6th, 1916

CALL OF MEETING

The following letter was mailed to the several members of the Advisory Commission by the Secretary of War:

NOVEMBER 13, 1916.

The first meeting of the Council of National Defense and the Advisory Commission will be held in the office of the Secretary of War at 10 o'clock A. M., December 6th. My associates in the Council and I beg leave to express the hope that you will find it possible to attend.

Cordially yours,

(Signed) NEWTON D. BAKER.

Pursuant to the foregoing call, the Council of National Defense and the Advisory Commission met at ten A. M. in the office of the Secretary of War.

Present: The Secretary of War, the Secretary of the Navy, the Secretary of Agriculture, the Secretary of Commerce, the Secretary of Labor, of the Council (the Secretary of the Interior being unavoidably absent), and Messrs. Bernard M. Baruch, Howard E. Coffin, Hollis Godfrey, Samuel Gompers, Franklin H. Martin, Julius Rosenwald, and Daniel Willard, of the Commission.

The meeting was called to order by Secretary Baker, Chairman of the Council, and upon motion Mr. Bernard M. Baruch was elected Secretary pro tem.

5 The Chairman stated that the meeting was called for the purpose of organization and briefly outlined the duties and purposes of the Council and Commission as provided by the Act of Congress approved August 29, 1916, entitled "An Act Making Appropriations for the Support of the Army, etc."

After a general discussion of plans for organization, Secretary Daniels in the Chair in the absence of the Chairman, it was moved by Secretary Houston and seconded by Secretary Wilson that the Advisory Commission be asked to submit for consideration and action, at an adjourned meeting of the Council and Commission, to be held at the office of the Secretary of War at eleven o'clock A. M., December 7, 1916, rules and regulations for the conduct of business and proposals of action, and it was so voted.

Meeting adjourned until eleven A. M. December 7, 1916.

Attest:

B. M. BARUCH,
Secretary pro tem.

6 An Adjourned Meeting of the Council and Commission Was Held at the Office of the Secretary of War at Eleven o'Clock A. M., December 7, 1916

Present: The Secretary of War, the Secretary of the Navy, the Secretary of Agriculture, the Secretary of Commerce, the Secretary of Labor, of the Council, and Messrs. Hollis Godfrey, Chairman, Bernard M. Baruch, Howard E. Coffin, Samuel Gompers, Franklin H. Martin, Julius Rosenwald, and Daniel Willard, of the Commission.

The meeting was called to order by the Chairman of the Council.

The rules and regulations and proposals for action, adopted by the Advisory Commission, were submitted by Chairman Godfrey.

After deliberation and discussion, the following rules and Regulations and Proposals of Action submitted by the Advisory Commission were adopted:

RULES AND REGULATIONS OF THE ADVISORY COMMISSION OF THE COUNCIL OF NATIONAL DEFENSE

Officers.—The officers of the Advisory Commission of the Council of National Defense shall consist of a Chairman, who is to be a member of the Commission, and of a Secretary, who may or may not be a member of the Commission.

Duties of Officers.—The duties of the officers shall be those usually assigned to those holding such positions.

Meetings.—The Advisory Commission of the Council of National
7 Defense shall meet not less than once each month at Washington, D. C., or at such other place as the majority of the Commission may determine. A regular or special meeting shall be official when a majority of the Advisory Commission are in attendance. Whenever the Chairman of the Advisory Commission shall deem it necessary to call a special meeting, he shall communicate with the members of the Commission and ascertain the most convenient time and place for the majority of the Commission to attend.

Meeting place.—The meeting place for the Advisory Commission shall be in an office of the Secretary of War until such time as a permanent place of meeting for the Commission shall be provided.

The Chairman of the Advisory Commission is authorized to confer with the council with the view to obtaining or hiring convenient offices for meetings of the Commission and for the transaction of the business of the Commission.

PROPOSALS OF ACTION

To begin immediately a study to determine the most effective flexible organization and mechanism for the securing of all necessary information and for the clarifying, recording, and classifying of such information when secured.

To begin immediately a study as to what media now exist which can aid in the carrying out of the purposes of the Council. This study to be made in three divisions—governmental media in the departments, governmental media outside the departments, and civil media. As this study progresses it is
8 believed that the Council can aid materially in the development of such media, and can from time to time define (i. e. delimit and delineate) spheres of activity in which existing organizations may operate intensively without duplication.

To begin immediately a study on the possibility of obtaining the cooperation of industrial and scientific leaders in various lines.

To begin immediately a study of the coordination of transportation, communication, and surveys.

To continue the work done on the inventory of manufacturers, of medical equipment and officers, of supplies, and of resources.

To assist in the development of the "Personnel Index" already begun.

To assist in the advancement of the physical well-being of the people of the Nation.

To set a fixed date (a date three months after the beginning of action is suggested) on which an inspection may be made of the work accomplished to that date. This inspection to be made through the submitting to the Commission of an actual problem by the Departments of War and Navy, with the intent to determine at that time what needed information is or is not available.

To form a temporary organization to put the above proposals or any part of them or additional proposals into effect at the earliest possible date, with the intention of changing from a temporary organization to a permanent organization as the progress of the work makes this possible.

9 To begin a study of the best methods of expression of the work of the Council to the people of the Nation.

To scrutinize all legislative action touching National Defense.

To do any other thing or take any other action necessary to give effect to the law under which the Council and Commission are organized.

It was voted that the Chairman of the Advisory Commission be authorized to submit to the Council on the Monday following, the proposed budgets in five divisions: First, the budget for the Main Office in Washington; second, the Three Months' Budget for the Committee on Medical Preparedness under Chief of Investigation, Dr. F. F. Simpson, of Pittsburgh; third, the Study of the Industrial Preparedness Committee of the Naval Consulting Board under Chief of Investigation, Mr. Walter S. Gifford, of New York; fourth, the study of personnel and resources under Chief of Investigation, Dr. Henry E. Crampton, of New York; fifth, the Work on the Inventory of Resources, carried on at Drexel Institute under Chief of Investigation, Prof. Abraham Henwood.

It was voted that the stated meetings of the Council and Commission should be held on the first Monday of each month, excepting where that Monday fell upon a holiday, under which circumstances the meeting would be held on the succeeding Monday. As the next stated meeting falls on January 1st, New Year's Day, it therefore takes place upon January 8th.

10 As authorized by the Advisory Commission, Chairman Godfrey recommended that Mr. Walter S. Gifford be appointed Temporary Director of the work to be done under the direction of the Council and Commission and that Mr. Dana Bartlett be appointed Temporary Secretary of the Council and Commission, each at $200 per week, for a period of twelve weeks.

It was voted by the Council that the recommendation of the Chairman of the Advisory Commission be approved and that Messrs. Gifford and Bartlett be notified of their appointments by the Chairman of the Council.

Voted to adjourn.

Attest:

——— ———, *Secretary pro tem.*

11 A Meeting of the Council of National Defense Was Held at Four O'clock P. M., at the Office of the Secretary of the Navy, December 12, 1916

Present: The Secretary of the Navy, the Secretary of the Interior, the Secretary of Agriculture, and the Secretary of Commerce.

In the absence of Chairman Baker, the meeting was called to order by Secretary Daniels.

Dr. Hollis Godfrey, Chairman of the Advisory Commission, presented and read the following letter to the Civil Service Commission:

DECEMBER 22, 1916.

THE CIVIL SERVICE COMMISSION,
Washington, D. C.

GENTLEMEN: As the Chairman of the Advisory Commission of the Council of National Defense, I should greatly appreciate a ruling from the Civil Service Commission as regards the problem which is presented in the organization of the work of the Council and the Advisory Commission. It is the desire of the Council and the Commission to continue four groups of studies, each of which have been under way for at least one year, and two of which have been under way for a year and three-quarters, and for this continuation to transfer the employees in these groups from private employment to the Federal roll. The work of these four groups has been carried on by private funds. No return is contemplated in any one of the cases for any moneys expended in the past. The appropriations are for the future, and the Council and the Commission would be glad to make the date of the beginning of this work under the Federal appropriation on December 11, 1916. The four studies whose continuation is desired are:

1. The continuation of the study of medical preparedness developed by Dr. Franklin Martin and Dr. F. F. Simpson, Dr. Franklin Martin having been appointed to the Advisory Commission and Dr. Simpson now being the Chief of Investigation of this group. The staff is composed of 5 surgeons, 6 assistants, and 8 stenographers and clerks.

2. The continuation of the study of the Industrial Committee of the Naval Consulting Board. This work was done under the direction of Mr. Howard
12 E. Coffin, now a member of the Advisory Commission. Mr. W. S. Gifford, who has been made temporary director of the Commission, is chief of investigation of this section, and the staff is composed of 2 assistants to chief, 4 secretaries and statisticians, and 12 stenographers and clerks.

3. The continuation of the study of personnel index and specific resources inventory under the direction of Dr. Henry E. Crampton, of Columbia University, chief of investigation. The staff is composed of one assistant to the chief, 4 statisticians, 2 secretaries, 4 stenographers.

4. The continuation of the general inventory of resources done under the direction of Dr. Hollis Godfrey with the assistance of Mr. D. Dana Bartlett and Professor Abraham Henwood. Dr. Godfrey is now chairman of the Advisory Commission. Mr. D. Dana Bartlett is now temporary secretary of the Council and Commission, and Professor Henwood is chief of investigation. This staff is made up of 5 assistant engineers, 5 statisticians and secretaries, 11 stenographers, and 2 messengers.

A considerable proportion of the workers on these investigations are professors and instructors in institutions of learning. Some of these are on leave of absence and are giving their full time to this work, and some of them devote from one-fourth to one-half of their time to the work of these investigations. The work of these groups is of a temporary-job nature and it is proposed to complete the projects upon which they are now engaged not later than September 1, 1917. It is, however, possible that upon the completion of these projects new problems may have presented themselves upon which it will be desirable to employ the same groups of trained workers, and in that event the advice of the Civil Service Commission will be asked as to the development of such possibilities. It is necessary that any authorization for the employment of the above-mentioned persons shall cover assignment to the headquarters in Washington or to field service.

The data being brought together by the Advisory Committee and the Council would be very important information for any foreign government. It is therefore necessary that this information be held in the strictest confidence, and with this end in view the personnel employed by the Council must be considered with the greatest care, and so far as possible only those persons should be employed whose personality and antecedents are thoroughly known. It, therefore, follows that if possible the present staff, all of whom are known to be persons in whom entire confidence can be placed, should be continued on this work.

If the Commission can authorize temporary-job employment for these above-mentioned groups for three months from December 11, 1916, with the right of continuation until the completion of the projects not later than September 1, 1917, this will be satisfactory to the Council and Advisory Commission.

(Signed) HOLLIS GODFREY,
Chairman

13 Dr. Godfrey stated to the Council that the Chairman of the Civil Service Commission requested him to advise the Council that the temporary-job employment of those stated in the letter to the Civil Service Commission would be approved.

The proposed budget covering the studies to be undertaken during the next three months was presented and read by Dr. Godfrey.

After a full discussion of the purposes of the studies and the details of the budget it was moved by Secretary Lane and seconded by Secretary Houston that the following budget be approved, and it was so voted:

Budget for three months' study in five divisions for the Council of National Defense

Main Office	$14,500.00
Continuation of Study of Medical Preparedness, Chief of Investigation, Dr. F. F. Simpson, of Pittsburgh	10,600.00
Continuation of Study of the Industrial Preparedness Committee of the Naval Consulting Board, Mr. W. S. Gifford, Temporary Director, also Chief of Investigation	10,000.00
Continuation of Study of Personnel Index and Resource Inventory, Henry E. Crampton, Ph. D., Columbia University, Chief of Investigation	7,500.00
Continuation of General Inventory of Resources, Abraham Henwood, M. S., of Drexel Institute, Chief of Investigation	$6,000.00
Total Grants for Three Months, covering the work of Main Office, work on the Industrial Inventory, work on Medical Preparedness at Pittsburgh, work at Columbia University and Drexel Institute	48,600.00

Voted to adjourn.
Attest:

D. DANA BARTLETT, *Secretary.*

14 A Meeting of the Council of National Defense Was Held at the Office of the Secretary of War, December 20, 1916

Present: The Secretary of War, the Secretary of the Navy, the Secretary of the Interior, and the Secretary of Labor.

Voted that Mr. Walter S. Gifford, Director of the Council of National Defense, is designated as Disbursing Officer of the Council of National Defense, to take effect December 20, 1916.

Voted that Mr. Walter S. Gifford, Director of the Council of National Defense, is authorized to make such appointments and purchase such office and other supplies as may be necessary to carry out the work of the Council, said appointment to date from December 11, 1916.

Voted to adjourn.
Attest:

D. DANA BARTLETT, *Secretary.*

15 A Joint Meeting of the Council of National Defense and of the Advisory Commission Was Held in the Office of the Secretary of War at Eleven-fifteen o'Clock A. M., January 8, 1917

Present: The Secretary of War; the Secretary of the Navy; the Secretary of Agriculture; and the Secretary of Commerce of the Council; and Messrs. Hollis Godfrey, Chairman; Howard E. Coffin; Samuel Gompers; Franklin H. Martin; Julius Rosenwald; and Daniel Willard of the Commission.

The meeting was called to order by the Chairman of the Council, who stated that he was assuming that the Council and Commission were in executive meeting.

This brought up the question of publicity, and after a brief discussion the Chairman stated that it seemed quite clear that the entire matter of the control of publicity rested with the Director.

No action taken.

The Chairman stated that the first thing in order would be the reading of the minutes of the past meeting, but that there was only one minute which seemed to be important, and that was the one electing the Director as Disbursing Officer. The Secretary was requested to read it, and read as follows:

Voted that Mr. Walter S. Gifford, director of the Council of National Defense, is designated as Disbursing Officer of the Council of National Defense, to take effect December 20, 1916.

Voted that Mr. Walter S. Gifford, Director of the Council of National Defense, is authorized to make such appointments and purchase such supplies as may be necessary to carry on the business of the Council, said appointment to date from December 11, 1916.

The Chairman suggested that perhaps the members of the
16 Council should vote formally on the appointments.

On motion, duly seconded, that said appointments be approved, it was so voted.

Chairman Godfrey of the Commission, in reviewing the work that had been done by the Commission during the last month, stated that offices had been procured in the Munsey Building, and that until some provision was made for the rent, which could not be paid out of the appropriation made for the work of the Council and the Commission, the Commission had determined to underwrite the amount.

The question of existing media was then taken up and the following motion, which had been unanimously passed by the Commission, was read:

The Advisory Commission of the Council of National Defense, having met last month and realizing the necessity of ascertaining what the Government has done and is doing, what it has published and what may be available, the Chairman of the Commission had a series of charts prepared covering the thoughts to which the Commission gave expression.

At the meeting this morning the Chairman of the Commission presented the series of charts for discussion in order to see that they did not cover any work that has already been done by the Government Departments and to prevent the possibility of such duplication.

The charts show the difficulties which have been experienced up to this time in obtaining information upon the subjects of industry, which must be collected and classified so as to be of use, and they show that the Government already possesses a veritable mine of information, which, if made available, will be of the greatest possible benefit to the Government, the Council, the Commission, and to industry, commerce, science, and to every citizen.

So far as is known to the Commission, there is no way at arriving at what exists today in all the various departments of the Government containing the necessary information of research that has been made and is being made on a thousand subjects which are necessary for the information of the members of this Commission.

The Commission is of the opinion that before it can be of full effective
17 service to the Council in carrying out the purposes of the Act creating the Council and the Commission, the information indicated by the charts must of necessity be at its fullest disposal for its criticism, and they submit the charts to the Council of National Defense for their criticism and suggestions.

Chairman Godfrey explained in detail the steps that had already been taken along these lines and exhibited the charts that had been prepared.

The ways, means, and best methods of obtaining the information desired by the Commission were discussed at length, and it was finally decided that the best way of obtaining all the important information that the Government has bearing on the problem of national defense would be to have the departments furnish the Director a list of Government publications.

It was moved by Secretary Houston that this work of the Commission be carried forward, modified as suggested, and it was so voted.

The meeting adjourned until two o'clock, P. M.

Attest:

D. Dana Bartlett, *Secretary.*

18 **Meeting reconvened at two o'clock P. M.**

Present: The Secretary of War, the Secretary of the Navy, the Secretary of Agriculture, and the Secretary of Commerce, of the

Council, and Messrs. Hollis Godfrey, Chairman, Howard E. Coffin, Samuel Gompers, Franklin H. Martin, Julius Rosenwald, and Daniel Willard of the Commission.

At the request of Secretary of the Council the motion made by Secretary Houston previous to the adjournment was read, as the record of the same was not very clear.

The Chairman restated the motion, as follows:

It is moved by Secretary Houston that the Council authorized the completion of the proposed study of existing governmental agencies and activities contributory to the work of the Council of National Defense, in the manner previously outlined.

The motion, as restated by the Chairman, was put and unanimously passed.

Chairman Godfrey suggested that the Council request the Commission to report at the next meeting on a specific resource, and the following question was given: "What can you tell us about nitroglycerine?" At the suggestion of Secretary Redfield the question, "What can be told about crucibles?" was added.

At the request of the Chairman, Director Gifford presented and read his report. The first question taken up was that of organization, and the Director read a resolution that had been prepared for the consideration and action of the Council and Commission, and presented a chart showing a plan for the temporary organization of the Council of National Defense and the Advisory Commission.

After a discussion in which practically all the members of
19 the Council and Commission expressed their views, the following resolution on organization was presented to the meeting and adopted by unanimous vote:

Whereas in the work of organizing the activities of the Council of National Defense it is important that the powers of the Council of National Defense, the Advisory Commission, the Director, and the Secretary be each definitely stated in order to avoid misunderstanding and confusion of function: Now, therefore be it

Resolved, that the power for action lies with the Council of National Defense. The execution of all orders and determinations of the Council are to be carried out through the Director, said Director being the executive officer of the Council and its representative in the execution of all the powers of the Council and also being solely authorized to incur obligations and approve disbursements in accordance with the authority conferred upon him from time to time by the Council, either in a set budget or for special projects as may be appropriated, and to make such appointments as may be necessary for the proper conduct of the business of the Council. The Advisory Commission shall advise the Council of National Defense and may submit to the Council recommendations as they may deem advisable from time to time. The Secretary of the Council shall also be Secretary of the Advisory Commission and the custodian of the official records of the meetings of the Council and of the Advisory Commission; be it further

Resolved, that the foregoing definition of the powers of the Council of National Defense, the Advisory Commission, the Director, and the Secretary shall be adopted as the rules under which the work shall be carried on from January 8th until the next meeting of the Council and Commission on February 5th, at which meeting recommendations for such changes as experience may have found advisable shall be submitted, in order that definite rules and regulations as to the conduct of the work of the Council and Advisory Commission may then be adopted for the approval of the President of the United States.

The relation of the Director to the four investigations authorized by the Budget passed December 12, 1916, was then taken up, but no

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further action was deemed necessary as the matter was covered in the resolution just passed.

The following resolution to relieve the Director of the duties as Disbursing Officer and Appointment Clerk was then presented:

The Director is hereby authorized to appoint a Disbursing Officer and Appointment Clerk to assume the duties of these offices now performed by the Director.

Upon motion duly seconded it was so voted.

A list of subjects for the information and action of the Council was read by the Director and the following action taken:

Highway along the Mexican Border.—It was voted that the matter be referred to the Director for report with recommendations at the next meeting.

The Development of Mineral Resources.—It was moved by Secretary Daniels and seconded by Secretary Redfield that the matter be referred to the Advisory Commission for consideration and report with recommendations, and it was so voted.

The matter of rent was then taken up. The Director stated that he had been informed by the Comptroller of the Treasury that none of the appropriation for the Council could be spent for rent without specific authorization by Congress; that the arrangement for the offices now occupied by the Commission in the Munsey Building were temporary and inadequate and that some provision should be made for obtaining permanent quarters and the necessary authority for the payment of rent.

It was voted that the matter of obtaining the specific authorization by Congress for the rent of offices be left with the Chairman of the Council and that the selection of permanent quarters be referred to the Chairman of the Council and the Director for report with recommendations.

The question of publicity was then discussed and it was voted that the matter be referred to the Director for report with recommendations at the next meeting.

The report of the Director was handed to the Secretary to be filed with the records of the Council.

Commissioner Martin outlined the plans formulated in conjunction with the Surgeon Generals of the Army and Navy for the introduction of a standard military curriculum in the medical schools of the country, and asked that the work of carrying out said plans be authorized by the Council and that the suggestion made by the Surgeon General's office that moving-picture films be obtained, showing exactly how patients are handled on the Mexican Border, be also authorized, as they could be used to very great advantage in connection with said curriculum.

It was moved by Secretary Redfield that the work already undertaken under Dr. Martin's directions to introduce military curriculum into the medical schools of the country be approved and authorized to continue and that a complete statement of the probable cost of illustrative films be obtained by the Director and brought to the attention of the Council at the earliest possible moment for its consideration.

The motion being duly seconded, it was so voted.

In connection with the appointments of the force of investigators, statisticians, stenographers, and clerks engaged or to be engaged in connection with the four studies included in the budget passed December 12, 1916, it was agreed that the Director should appoint the persons who were previously employed on the four lines of investigation which have been taken over by the Council at the same rate of pay at which they were employed previous to December 11, 1916. As to other appointments made on the said investigations the Director was to submit to the Council at the earliest possible moment a list of such appointments to be made and salaries to be paid, for the approval of the Council.

Voted to adjourn.

Attest:

D. DANA BARTLETT, *Secretary.*

On Call of the Chairman a Special Meeting of the Council of National Defense was Held at the Office of the Secretary of War at Two O'clock P. M., Friday, February 9, 1917

Present: The Secretary of War, the Secretary of the Navy, the Secretary of the Interior, the Secretary of Agriculture, the Secretary of Commerce, and the Secretary of Labor.

The question as to the best method of utilizing the great volume of patriotic and voluntary offers of service received from industrial and commercial establishments was discussed, and it was voted that a special joint meeting of the Council and Commission be called by the Chairman to be held on Monday, February 12, 1917, at ten o'clock A. M., that the matter might be given due consideration.

Voted to adjourn.

Attest:

D. DANA BARTLETT, *Secretary.*

A Special Joint Meeting of the Council of National Defense and of the Advisory Committee was Held at the Office of the Secretary of War, Monday, February 12, 1917, at Ten O'clock A. M.

Present: The Secretary of War; the Secretary of the Navy; the Secretary of the Interior; the Secretary of Agriculture; the Secretary of Commerce; and the Secretary of Labor, of the Council; and Messrs. Hollis Godfrey, Chairman; Bernard M. Baruch; Howard E. Coffin; Samuel Gompers; Franklin H. Martin; and Julius Rosenwald, of the Commission.

The meeting was called to order by Chairman Baker, who stated that the special meeting was called at the suggestion of the President of the United States to consider the great volume of voluntary patriotic offers of service from industrial and commercial establishments and determine the best use that could be made of them in the organization of industry and commerce and the coordination of the supplies at home.

A general discussion followed during which, among others, plans for organization of trades and businesses, the limitation of profits,

the hours of labor, and the welfare of the worker were considered, also the advisability of getting all the information possible on European experience.

After several tentative motions had been made, the following resolutions were presented by Secretary Lane:

I. *Resolved*, That the Council call a series of conferences with the leading men in each industry fundamentally necessary to the defense of the country in the event of war, at which conferences these men shall be asked to organize themselves so as to deal with the Council through one man or through a committee of not more than three men, to whom the council shall submit such problems as may affect such industries.

25 That the Secretary of War shall designate one or more members of the Council or Commission to meet with such conferences and set forth the desire of the Government and its prospective needs.

That these conferences be held as soon after the present meeting as practicable.

That we at once proceed to confer with those familiar with the manner by which foreign governments have dealt with this problem.

II. *Resolved*, That the Council establish a Committee who shall investigate and report upon such rules and regulations as to hours of labor, sanitation of work places, and safety of labor as should apply to all labor used in the manufacture of such commodities as the Nation may need.

Upon further discussion it was moved by Secretary Wilson, seconded by Secretary Houston, that all resolutions and discussions pending before the Council offered at this meeting be referred to the Advisory Commission for consideration and report with a permanent plan for continuous action, and that the Chairman of the Council make arrangements to have Mr. Herbert C. Hoover and Mr. E. S. Stetinius and General Kuhn meet with the Council and Commission and give them the benefit of their knowledge of the European situation.

It was so voted.

Director Gifford presented charts showing the activities already under way and the following schedule of matters for action:

1. Patriotic offers of help.
   A. Of industrial and commercial establishments.
   B. Of individuals (in this connection consider American Legion).
2. Publicity.
3. Relation with Engineers composing State Boards of Directors of Industrial Preparedness organizations.
4. "Increase of domestic production of articles and materials essential to the support of armies and of the people during the interruption of foreign commerce."
5. "The giving of information to producers and manufacturers as to the class of supplies needed by the military and other services of the government, the requirements relating thereto."

26 6. "The utilization of waterways."
7. "The development of sea-going transportation."
8. "The coordination of military, industrial, and commercial purposes in the location of extensive highways and branch lines of railroads."

Upon motion duly seconded both were referred to the Commission for suggestion and report.

Secretary Redfield brought up the lack in many instances of coastal intercommunication and the necessity of obtaining funds to remedy it.

It was moved, seconded, and voted that the Secretary of War, Navy, and Commerce constitute a committee to bring in a plan for obtaining an appropriation for this purpose.

The Secretary of the Navy read the following resolution passed by the Naval Consulting Board:

NEW YORK, *Feb. 19, '17.*

Hon. JOSEPHUS DANIELS,
Secy. of the Navy, Washn., D. C.:

The Naval Consulting board at its meeting today adopted the following resolution that the Secretary of the Navy be informed that this board holds itself at the service of the Department of War or of the Council of National Defense to act as a board of inventions or in any other capacity which may be of use to the Government in the present emergency.

THOMAS ROBINS, *Secy.*

The matter was referred to the Advisory Commission for suggestions as to the most appropriate acknowledgment and reply.

In general discussion the question of publicity was brought up and it was agreed that until some more definite plans were developed, this matter should be left entirely in the hands of the Director of the Council for both the Council and Commission.

Voted to adjourn until nine thirty A. M., Tuesday, February 13, 1917.

Attest:

D. DANA BARTLETT, *Secretary.*

27 **The Adjourned Joint Meeting of the Council of National Defense and of the Advisory Commission was Held at the Office of the Secretary of War, Tuesday, February 13, 1917, at Nine-thirty o'Clock A. M.**

Present: The Secretary of War; the Secretary of the Navy; the Secretary of the Interior; the Secretary of Agriculture; the Secretary of Commerce; and the Secretary of Labor, of the Council; and Messrs. Hollis Godfrey, Chairman; Bernard M. Baruch; Howard E. Coffin; Samuel Gompers; Franklin H. Martin; Julius Rosenwald; and Daniel Willard, of the Commission.

The meeting was called to order by Chairman Baker.

Chairman Godfrey read the following recommendation of the Advisory Commission:

The Advisory Commission of the Council of National Defense presents the following recommendations to the Council of National Defense:

We beg to state that we believe that any program should have for its object the provision of an adequate military and naval defense based on an adequate industrial and commercial coordination, and preparation. To attain this end the Council must, in our opinion, adopt a definite, immediate and continuing program.

The Council at the joint meeting of the Council and Commission on February 12, 1917, considered the two following resolutions, which were later referred to the Advisory Commission:

28 I. *Resolved*, That the Council call a series of conferences with the leading men in each industry fundamentally necessary to the defense of the country in the event of war, at which conferences these men shall be asked to organize themselves so as to deal with the Council through one man or through a committee of not more than three men, to whom the Council shall submit such problems as may affect such industries.

That the Secretary of War shall designate one or more members of the Council or Commission to meet with such conferences and set forth the desire of the Government and its prospective needs.

That these conferences be held as soon after the present meeting as practicable.

That we at once proceed to confer with those familiar with the manner by which foreign governments have dealt with this problem.

II. *Resolved*, That the Council establish a Committee who shall investigate and report upon such rules and regulations as to hours of labor, sanitation of work places, and safety of labor as should apply to all labor used in the manufacture of such commodities as the Nation may need.

Both these resolutions assumed or implied the creation of committees in these words:

That the Secretary of War shall designate one or more members of the Council or Commission, etc. (Resolution I). That the Council establish a Committee, etc. (Resolution II).

We recommend the creation of not only these Committees but of other committees as they may be needed, and now recommend—

That the Commission be divided into committees. A member of the Commission shall be the Chairman of each of these committees.

That committees be formed to take charge of the following subjects:

(*a*) Medicine, including general sanitation, Commissioner Martin, Chairman.

(*b*) Labor, including conservation of health and welfare of workers, Commissioner Gompers, Chairman.

(*c*) Transportation and communication, Commissioner Willard, Chairman.

(*d*) Science and research, including engineering and education, Commissioner Godfrey, Chairman.

29 (*e*) Raw materials, minerals, and metals, Commissioner Baruch, Chairman.

(*f*) Munitions, manufacturing, including standardization and industrial relations, Commissioner Coffin, Chairman.

(*g*) Supplies, including food, clothing, etc., Commissioner Rosenwald, Chairman.

That the chairman of each respective committee shall have power to select the members of his committee from either governmental or civil life, or both.

That the Director of the Council of National Defense shall be ex officio a member of all committees.

That each committee formulate its plan of action, subject to revision and approval by the Commission, and, when recommended by the Commission, to be submitted in turn to the Council.

We recommend that these committees undertake the definite plans laid down in the following words:

The Council to furnish list of materials and service required, separated, as far as possible, into trades, businesses, or professions.

Call a series of conferences with representatives of these trades, businesses, or professions. At such conference the representatives shall be asked to organize so as to deal with the Council through one man or through a committee of not more than three men, to whom the Council shall submit problems which may affect the national defense and welfare.

That the Secretary of War designate one or more members of the Council to meet the conferees and set forth the desires of the Government and its needs. To quote the words of the enabling act, these needs are: "The creation of relations which will render possible in time of need the immediate concentration and utilization of the resources of the Nation."

On motion of Secretary Lane, seconded by Secretary Wilson, the adoption of the report was voted.

The Director of the Council was instructed to accumulate as early as possible the material desired by the Advisory Commission and submit the same to the Council.

30 At ten o'clock A. M., General Kuhn, Head of the War College, addressed the meeting on the conditions in Germany during the present war and the methods used by the government in solving the problems by which it was confronted.

It was voted that Commissioners Coffin and Gompers constitute a committee to prepare rules and regulations for the exclusion of labor from military service.

Voted to adjourn until ten o'clock A. M., Wednesday, February 14, 1917.

Attest:

D. DANA BARTLETT, *Secretary.*

31 **An Adjourned Joint Meeting of the Council of National Defense and of the Advisory Commission was Held at the Office of the Secretary of War on Wednesday, February 14, 1917, at Ten o'Clock A. M.**

Present: The Secretary of War, the Secretary of the Navy, the Secretary of the Interior, the Secretary of Agriculture, the Secretary of Commerce, and the Secretary of Labor, of the Council; and Messrs. Hollis Godfrey (Chairman), Bernard M. Baruch, Howard E. Coffin, Samuel Gompers, Franklin H. Martin, Julius Rosenwald, and Daniel Willard, of the Commission.

Mr. E. S. Stetinius, a member of the firm of J. P. Morgan & Co., addressed the meeting on the manufacture in this country of munitions for the Allies.

Upon conclusion of Mr. Stetinius' address, the meeting adjourned until Thursday, February 15, 1917, at nine-thirty o'clock A. M.

Attest:

D. DANA BARTLETT, *Secretary.*

32 **An Adjourned Joint Meeting of the Council of National Defense and of the Advisory Commission was Held at the Office of the Secretary of War on Thursday, February 15, 1917, at Nine-thirty o'Clock A. M.**

Present: The Secretary of War, the Secretary of the Navy, the Secretary of the Interior, the Secretary of Agriculture, the Secretary of Commerce, and the Secretary of Labor, of the Council; and Messrs. Hollis Godfrey (Chairman), Bernard M. Baruch, Howard E. Coffin, Samuel Gompers, Franklin H. Martin, Julius Rosenwald, and Daniel Willard, of the Commission.

The meeting was called to order by Chairman Baker, who read a letter from the North American Japanese Aero Club offering their services as aviators to the United States.

Chairman Godfrey of the Commission presented the following draft of Rules and Regulations approved by the Commission, and read the following letter of recommendation:

Rules and Regulations of the Council of National Defense

PREAMBLE

The Council of National Defense is established for the coordination of industries and resources for the national security and welfare by an Act of the Sixty-fourth Congress, approved August 29, 1916, entitled "An Act Making appropriations for the support of the Army", etc.

The Council consists of the Secretary of War, the Secretary of the Navy, the Secretary of the Interior, the Secretary of Agriculture, the Secretary of Commerce, and the Secretary of Labor.

The Advisory Commission created by the said Act shall consist of not more than seven persons, each of whom shall have special knowledge of some industry, public utility, or the development of some natural resource or be otherwise specially qualified in the opinion of the Council for the duties provided by said Act.

I. OFFICERS

The officers of the Council of National Defense shall consist of a President, who shall be the Secretary of War, ex officio, a Director and a Secretary.

The officers of the Advisory Commission shall consist of a Chairman and a Secretary, who shall be the Secretary of the Council, ex officio.

II. ELECTION OF OFFICERS

The Director and the Secretary of the Council shall be elected by a majority vote of the Council in March 1917 to serve for a term of four years. They may be removed at any time by a majority vote of the Council, and other officers elected for the unexpired term.

The Chairman of the Advisory Commission shall be a member of the Commission and shall be elected by a majority vote of the Commission at its regular meeting in March 1917 to serve for the term of one year and thereafter elected annually.

III. DUTIES OF OFFICERS

President.—The President of the Council shall preside at all meetings of the Council and at the joint meetings of the Council and Commission. In his absence the duties of the President shall devolve upon the Secretary of the Navy, if present; if not present, upon the member of the Council present next in the order hereinbefore named.

Chairman.—The Chairman of the Advisory Commission shall preside at all meetings of the Commission and shall be the representative of the Commission at the joint meetings of the Council and Commission and in all general matters pertaining to the business of the Commission.

In the absence of the Chairman a member of the Commission may be appointed by a vote of the Commission to act as Chairman for the meeting.

Director.—The Director shall be the executive officer of the Council; shall carry out its orders and determinations; and be its representative in the execution of its powers. He shall have active charge of all work undertaken by authority of the Council. He shall authorize all expenditures and financial obligations and approve all disbursements in accordance with the authority conferred upon him from time to time by the Council and shall make such appointments as may be necessary for the proper conduct of the business of the Council and Commission.

He shall attend all meetings of the Council and shall supervise all special investigations made by the subordinate bodies or experts appointed by the Council and be at all times in close touch with the investigations, researches, and inquiries undertaken by the Commission and with all branches of the work of both the Council and Commission.

Secretary.—The Secretary shall attend and record the proceedings of all meetings of the Council and Commission. In the absence of the Secretary a member of the Council or Commission may be appointed by a vote of the Council or Commission to act as Secretary for the meeting.

He shall be the custodian of the official records and files of the Council and Commission; shall attend and record such meetings with civilian or departmental organizations as may be held by the Council or Commission; and shall perform such other duties as may be assigned to him by the Director.

IV. MEETINGS

Regular joint meetings of the Council and Commission shall be held in Washington, D. C., on the first Monday of each month, at such time and place as may be designated in the call of the meeting, excepting where that Monday falls upon a holiday, in which circumstances the meeting shall be held on the succeeding Monday.

Special meetings of the Council may be held at any time on call of the President, or at the request of a majority of the Council.

Special joint meetings of the Council and Commission may be held at any time on call of the President, or at the request of a majority of the Council.

A majority of the Council shall constitute a quorum.

Regular meetings of the Advisory Commission shall be held at the office of the Commission in Washington, D. C., on the first Monday of each month at nine o'clock A. M., excepting where that Monday falls upon a holiday, in which circumstances the meeting shall be held on the succeeding Monday. An Adjournment of said meeting shall be made and the meeting reconvened at the close of the regular joint meeting of the Council and Commission held on that same day.

Special meetings of the Advisory Commission may be called by the Chairman of the Commission or at the request of a majority of the Commission to be held at such time and place as may be most convenient for the majority of the Commission, ascertained by communication with its members.

A majority of the Commission shall constitute a quorum.

Notice of said regular meetings shall be mailed by the Secretary to the members of the Council and Commission at least ten days in advance of the date of said meetings.

V. PROCEDURE AND ORDER OF BUSINESS

The conduct of the business of all meetings shall be in accordance with parliamentary rules.

The order of business of the Council shall be as follows:

1. Reading and approval of minutes of previous meeting.
2. Report of the Director.
3. Report of the Chairman of Commission.
4. Unfinished business.
5. New business.

The order of business of the Commission shall be as follows:

1. Reading and approval of the minutes of previous meeting.
2. Report of Commissioners and Committees.
3. Unfinished business.
4. New business.

VI. AMENDMENTS

Amendments of the foregoing rules and regulations of the Council of National Defense and the Advisory Commission may be made at any regular meeting of the Council by a two-thirds vote of the Council, but no amendment shall be acted upon without being first submitted to the members of the Council at least five days before the date of said meeting, and the proposed amendment to be voted upon shall be incorporated in the call of said meeting.

The Advisory Commission of the Council of National Defense,
February 15, 1917.

To the Council of National Defense:

The Advisory Commission suggests to the Council of National Defense that it is necessary for the further progress of its work that detailed lists of materials with specifications and detailed dimensioned blue prints, where such exist, be immediately furnished the Commission, covering all equipment needs for a force of one million men, assuming that this force is a balanced force, and for the assumed force of the Navy and Marine Corps with its numbers increased to emergency strength.

We also desire estimates of reasonable accuracy covering the maintenance of a force of the size mentioned above in the field during each ninety days of active service.

This information is requested in order that approximations may be made as to amounts of materials, both manufactured and raw, for which it will be necessary to draw upon the resources of the country.

We shall appreciate it if the Council of National Defense will transmit this request to all bureaus and divisions which may be able to supply such information, and then send this information to the Director of the Council for transmission to the different committees.

HOLLIS GODFREY, *Chairman.*

39 In the general discussion that followed the question of legal advice was brought up by Commissioner Coffin. Chairman Baker suggested that as the law did not provide for counsel the Judge Advocate General of the Army could be used when legal advice was desired.

Chairman Godfrey brought up the resolution of the Naval Consulting Board offering their services to the Government, which had been referred to the Commission for suggestions as to the most appropriate acknowledgment and reply, and stated that upon vote of the Commission the Director had been requested to prepare a resolution and submit the same for the approval of the Council and Commission. Director Gifford then read the following resolution, which upon motion was duly passed:

Whereas, The Naval Consulting Board had informed the Secretary of the Navy that it holds itself at the service of the Department of War or the Council of National Defense to act as a board of inventions or in any other capacity which may be of use to the Government in the present emergency; be it

Resolved, That the Council of National Defense hereby express its appreciation of this action on the part of the Naval Consulting Board; and be it

Further resolved, That the Council call upon the Board for advice and assistance whenever the occasion therefor shall arise.

Mr. Herbert C. Hoover then addressed the meeting on the mobilization, distribution, and conservation of food supplies in Europe.

Upon conclusion of Mr. Hoover's address the meeting adjourned until Wednesday, February 16, 1917, at 10 o'clock A. M.

Attest:

D. DANA BARTLETT, *Secretary.*

40 **The Adjourned Meeting of the Council of National Defense and of the Advisory Commission Was Held at the Office of the Secretary of War on Friday, February 16th, 1917, at Ten O'clock A. M.**

Present: The Secretary of War, the Secretary of Navy, the Secretary of Interior, the Secretary of Agriculture, the Secretary of Commerce, and the Secretary of Labor, of the Council; and Messrs. Bernard M. Baruch, Howard E. Coffin, Samuel Gompers, Franklin H. Martin, Julius Rosenwald, and Daniel Willard, of the Commission.

The meeting was called to order by the Chairman.

Commissioner Willard, acting as Chairman pro tem. of the Commission, presented the following matters for the consideration and action of the Council:

In further reference to the following resolution:

I. *Resolved,* That the Council call a series of conferences with the leading men in each industry, fundamentally necessary to the defense of the country in the event of war, at which conferences these men shall be asked to organize themselves so as to deal with the Council through one man or through a committee of not more than three men, to whom the Council shall submit such problems as may affect such industries.

That the Secretary of War shall designate one or more members of the Council or Commission to meet with such conferences and set forth the desire of the Government and its prospective needs.

That these conferences be held as soon after the present meeting as practicable.

That we at once proceed to confer with those familiar with the manner by which foreign governments have dealt with this problem.

said resolution referred to the Advisory Commission for recommendation. It was voted: That the Commission recommend
41 to the Council that the Director be instructed to prepare a list of those organized industries which he may find should be addressed by the Chairman of the Council, asking them to appoint delegates, and it presents herewith a form of letter which, in its opinion, would set the matter properly before them:

The Council of National Defense has been established for the purpose of coordinating industries and resources for the national security and welfare, as shown in the attached copy of the act. As a preliminary step in this program, I suggest that the ———— appoint a committee of not more than three men to represent your industry, including both those in and outside of the organization, and form a channel through which contact may be made between the government and the ———— industry.

I would suggest that such action as may be necessary be taken by your organization that the names of this committee may be on record with the Council within ten days. In the near future I may request that these representatives come to Washington to consult with the Council and Commission.

It was voted further that the Commission recommend to the Council that the Director inform Commissioners Baruch and Rosenwald of the industries which are not organized, and with which it is desirable that the Council establish relations, and obtain from them the names of those individuals to whom a letter should be addressed similar in character to the foregoing.

With reference to the following resolution:

II. *Resolved,* That the Council establish a Committee who shall investigate and report upon such rules and regulations as to hours of labor, sanitation of work places, and safety of labor as should apply to all labor used in the manufacture of such commodities as the Nation may need.

said resolution referred to the Advisory Commission for recommendation. It was voted: That the Commission recommend to
42 the Council that the matter be referred to the Committee on Labor. Commissioner Gompers, Chairman.

In respect to the matters for action submitted by the Director of the Council and referred by the Council to the Commission, the following recommendations for the consideration and action of the Council are presented:

1. Patriotic offers of help: a. Of industrial and commercial establishments. b. Of Individuals (in this connection consider American Legion).

That the Director be instructed to publish the names of all the firms who have offered their services to the Council, and, if it is desired, to include those received by the President and the various

Departments of the Government, unless a request has been made that this should not be done.

2. Publicity.

That the Commission recommend to the Council that they authorize the Director to appoint an assistant in the performance of the duties of the Director, and that such assistant remain in office from month to month, except that his services may be terminated at any time by the Director.

3. Relation with Engineers composing State Boards of Directors of Industrial Preparedness organizations.

That the matter be referred to the Committee on Munitions, Manufacturing, including standardization, and Industrial Relations. Commissioner Coffin, Chaiman.

4. Increase of domestic production of articles and materials essential to the support of armies and of the people during the interruption of foreign
43 commerce.

The Commission respectfully recommend to the Council that the services of Mr. Hoover be asked in connection with the increase of domestic production of articles and materials essential to the support of armies and of the people during the interruption of foreign commerce, and such other matters of which he has special knowledge and ability; also that the Secretary of Commerce be requested to furnish a list of such articles as were implied under the provision of the foregoing paragraph of the law.

5. The giving of information to producers and manufacturers as to the class of supplies needed by the military and other services of the government and requirements relating thereto.

Action deferred until the information necessary is furnished.

6. The utilization of waterways.
7. The development of seagoing transportation.
8. The coordination of military, industrial, and commercial purposes in the location of extensive highways and branch lines of railroads.

That these matters be referred to the Committee on Transportation and Communication. Commissioner Willard, Chairman.

It was voted that the Commission submit the following memorandum to the Council, with recommendation that a proclamation or a statement substantially along these lines be sent out as coming from the Council of National Defense:

44 The Council of National Defense touches the life of the Nation at practically every point. In the words of the act creating it, it is charged not merely with "the concentration and utilization of the resources of the nation." It is its equal duty, in times of stress, to mobilize goodwill within its borders, to forestall bitter dissentions of race or of individuals arising from acts of passion, and in every way to conserve the national unity.

The United States for many generations has been the shelter of the oppressed of the world and of those who would become one with the spirit of the Republic. It is the crucible of the nations. Many of those who have come to us are now citizens. Many are not. It is with the latter that we are chiefly concerned.

The presence here at this time of perhaps 8,000,000 aliens is deeply and soberly to be weighed, not only in our interest but in their own. For so long a space as they are lawful dwellers within this country they are entitled to the generous consideration of the people and Government of the United States. Emphasizing anew our national doctrines of tolerance and personal liberty, of holding all persons within the land to be loyal unless by their own acts they shall prove

the contrary, we call upon all citizens, if untoward events should come upon us, to present to these aliens, many of whom will tomorrow be Americans, an attitude of neither suspicion nor aggressiveness. We urge upon all Americans to meet these millions of foreign born with unchanged manner and with unprejudiced mind. Any other course is unworthy of our traditions and
45 against public policy and the free flow of governmental affairs.

It was voted that the Commission recommend to the Council the completion of the industrial inventory made under the direction of the Committee on Industrial Preparedness of the Naval Consulting Board.

It was voted that the Commission recommend to the Council that in any future meeting, such as have been held during the past three days, a stenographic report be made.

It was voted that the following recommendation be made to the Council:

The Advisory Commission suggests to the Council the advisability of an immediate study of what, if any, legislation should be passed designed to empower the Government to deal effectively with any emergency that might arise.

Upon motion of Secretary Houston, seconded by Secretary Lane, present action was deferred.

Mr. Owens Thomas, of Detroit, Mich., who has been closely connected with the purchase of supplies for the English and Canadian forces, addressed the meeting.

At the conclusion of Mr. Thomas' address the meeting was adjourned until Saturday, February 17, 1917, at ten o'clock A. M.

Attest: D. Dana Bartlett, *Secretary.*

Correction: "President" to read "Chairman." By vote of the Council Meeting Feby. 28, 1917.

Attest: D. Dana Bartlett, *Secty.*

46 Upon Call of the Chairman a Special Meeting of the Council of National Defense Was Held at the Office of the Secretary of War at 9:30 o'Clock A. M., Saturday, February 17, 1917

Present: The Secretary of War, the Secretary of Interior, the Secretary of Agriculture, the Secretary of Commerce, and the Secretary of Labor. The meeting was called to order by the Chairman.

The following resolution, which was presented by the Director, was read by the Chairman, and after discussion, was passed by unanimous vote:

Resolved, That the Chairman of the Council of National Defense request the Chamber of Commerce of the United States to have a small committee appointed in each of the cities in which the Quartermaster's Department of the Army has headquarters, to the end that advice and assistance be furnished the local quartermaster in case it may become necessary, upon short notice, to make purchases in unusually large quantities.

The Chairman read the following communication from the Commission:

February 17, 1917.

To the Council of National Defense:

The Advisory Commission at its meeting yesterday considered and acted upon the following matters and the following votes were passed:

That the Advisory Commission recommend to the Council that the Director of the Council be instructed to employ a man at approximately Three Thousand

Dollars a year as Chief of the Labor Section in connection with the work of the Committee on Labor, of which Commissioner Gompers is Chairman.

47 That the Advisory Commission present to the Council the following resolution:

Whereas a close observation of the trend of events in foreign countries during two years and a half of the European struggle has clearly shown us that wars, as now waged, involve the closest possible coordination and utilization, not only of the human but of the material resources of the nation; and

Whereas such coordination and utilization of the National resources may be achieved only through the preparation and execution of the most carefully considered and comprehensive plans for a definite and continuing Governmental policy: Therefore, be it

Resolved, That the Advisory Commission of the Council of National Defense recommend to this council the creation of an expert body, whose personnel shall be chosen by the Commission, subject to approval by the Council, from among those having special knowledge in industrial, military, and naval affairs and who shall proceed, without delay, in the preparation for presentation to the Council and its Advisory Commission, such definite plans as may, after criticism and revision by these bodies, be adopted as a basis for the maintenance of the national security and welfare in the event of present or future international emergency; and be it further

Resolved, That the expert body thus created be especially charged with the following detailed duties:

1. Investigation and recommendation as to present and future methods of procurement of governmental supplies.

2. Investigation, criticism, and correction, when necessary, of the existing methods, specifications, and drawings covering munitions and the materials and articles of supply (in War and Navy Departments) with a view to putting these specifications and drawings into form for rapid and quantity duplicate production in private manufacturing plants throughout the United States.

3. Consider carefully the fundamentally vital need that proper standards in method, in treatment, in design, and in dimension which has come to be recognized as a prerequisite to all rapid quantity production and to any national mobilization of our industrial resources for the National Defense.

48 4. Recommendation as to the preparation and storage or placing in the hands of private and Government manufacturing plants of duplicate copies of corrected specifications and drawings, in order that there may be brought about the widest possible dissemination of this specialized knowledge.

5. Consider and make recommendations covering the necessity for the production and supply by the Government to private manufacturers, or the making upon the part of the private manufacturer, in conformity with master gauges owned by the Government, the necessary gauges and special equipment necessary for the insurance of duplicate and interchangeable parts manufactured in every line of munition work. Experience has shown the munition industry to be a parts-making business, and that these parts shall be duplicate and interchangeable, no matter where manufactured, is a fundamental necessity.

6. Prepare, for presentation to the Council and its Advisory Commission, detail plans covering a practical method for the national education of American industry in the production of war supplies. Arrange for the placing of minimum annual educational orders, the object of which shall be to teach the manufacturer to do that one particular thing for which his producing equipment shall be found by analysis to be best fitted, and for which the concern is to be held accountable in the event of war. This country has tremendous resources, both in producing equipment and in skilled labor, but these resources are uneducated for the national service, and, therefore, useless in emergency. Through a proper educational policy, hundreds of millions of dollars' worth of manufacturing equipment, and hundreds of thousands of skilled workers may be so trained as to become a great national asset immediately available in the event of war, and at a minimum of expense to the country.

After deliberation, action on the matters was deferred, to be taken up at the joint meeting of the Council and Commission to be held at 10:00 O'clock A. M. The Director and Secretary were then requested to leave the meeting that some matters might be discussed in executive session.

Attest:

D. DANA BARTLETT, *Secretary.*

Correction: "President" to read "chairman." By vote of the Council meeting Feb. 28, 1917.

Attest:

D. DANA BARTLETT, *Secty.*

49 An Adjourned Meeting of the Council of National Defense and the Advisory Commission was Held at the Office of the Secretary of War, Saturday, February 17, 1917, at Ten o'Clock A. M.

Present: The Secretary of War, the Secretary of the Navy, the Secretary of Interior, the Secretary of Agriculture, the Secretary of Commerce, and the Secretary of Labor of the Council, and Messrs. Hollis Godfrey, Chairman; Bernard M. Baruch, Howard E. Coffin, Samuel Gompers, Franklin H. Martin, Julius Rosenwald, and Daniel Willard of the Commission.

The meeting was called to order by the Chairman and the recommendations referred to the Council by the Advisory Commission were discussed.

That referring to publicity which read:

That the Commission recommend to the Council that they authorize the Director to appoint an assistant in the performance of the duties of the Director, and that such assistant remain in office from month to month, except that his services may be terminated at any time by the Director.

was, upon vote, amended to read as follows:

That the Commission recommend to the Council that they authorize the Director to recommend to the Council for appointment an assistant in the performance of the duties of the Director, and that such assistant remain in office from month to month, except that his services may be terminated at any time by the Director.

50 The following recommendations of the Commission were then placed before the meeting.

In further reference to the following resolution:

1. *Resolved*, That the Council call a series of conferences with the leading men in each industry fundamentally necessary to the defense of the country in the event of war, at which conferences these men shall be asked to organize themselves so as to deal with the Council through one man or through a committee of not more than three men, to whom the Council shall submit such problems as may affect such industries.

That the Secretary of War shall designate one or more members of the Council or Commission to meet with such conferences and set forth the desire of the Government and its prospective needs.

That these conferences be held as soon after the present meeting as practicable.

That we at once proceed to confer with those familiar with the manner by which foreign governments have dealt with this problem.

said resolution referred to the Advisory Commission for recommendation. It was voted: that the Commission recommend to the Council that the Director be instructed to prepare a list of those organized industries which he may find should be addressed by the Chairman of the Council, asking them to appoint delegates, and it presents

herewith a form of letter which, in its opinion, would set the matter properly before them.

The Council of National Defense has been established for the purpose of coordinating industries and resources for the national security and welfare, as shown in the attached copy of the act. As a preliminary step in this programme I suggest that the _____ appoint a committee of not more than three men to represent your industry, including both those in and outside of the organization, and form a channel through which contact may be made between the government and the _____ industry.

I would suggest that such action as may be necessary be taken by your organization that the names of this Committee may be on record with the Council within ten days. In the near future I may request that these representatives come to Washington to consult with the Council and Commission.

51 It was voted further that the Commission recommend to the Council that the Directors inform Commissioners Baruch and Rosenwald of the industries which are not organized, and with which it is desirable that the Council establish relations, and obtain from them the names of those individuals to whom a letter should be addressed, similar in character to the foregoing.

With reference to the following resolution:

II. *Resolved*, That the Council establish a Committee who shall investigate and report upon such rules and regulations as to hours of labor, sanitation, or work places and safety of labor as should apply to all labor used in the manufacture of such commodities as the Nation may need.

said resolution referred to the Advisory Commission for recommendation. It was voted: That the Commission recommend to the Council that the matter be referred to the Committee on Labor, Commissioner Gompers, Chairman.

In respect to the matters for action submitted by the Director to the Council and referred by the Council to the commission, the following recommendations were voted:

1. Patriotic offers of help.
   (*a*) Of industrial and commercial establishments.
   (*b*) Of individuals (in this connection consider American Legion).

That the Director be instructed to publish the names of all the firms who have offered their services to the Council, and if it is desired, to include those received by the President and the various Departments of the Government, unless a request has been made that this should not be done.

52 2. Publicity.

That the Commission recommend to the Council that they authorize the Director to recommend to the Council for appointment an assistant in the performance of the duties of the Director and that such assistant remain in office from month to month, except that his services may be terminated at any time by the Director.

3. Relation with Engineers composing State Boards of Directors of Industrial Preparedness organizations.

That the whole matter be referred to the Committee on Munitions, Manufacturing, including standardization and industrial relations. Commissioner Coffin, Chairman.

4. Increase of domestic production of articles and materials essential to the support of armies and of the people during the interruption of foreign commerce.

That the Commission respectfully recommend to the Council that the services of Mr. Hoover be asked in connection with the increase of domestic production of articles and materials essential to the support of armies and of the people during the interruption of foreign commerce, and such other matters of which he has special knowledge and ability, also that the Secretary of Commerce be requested to furnish a list of such articles as were implied under the provision of the foregoing paragraph of the law.

5. The giving of information to producers and manufacturers as to the class of supplies needed by the military and other services of the government, the requirements relating thereto.

Action deferred until information necessary is furnished.

53 6. Utilization of waterways.
7. The development of sea-going transportation.
8. The coordination of military, industrial, and commercial purposes in the location of extensive highways and branch lines of railroads.

That these matters be referred to the Committee on Transportation and Communication. Commissioner Willard, Chairman.

It was voted that the Commission submit the following memorandum to the Council with recommendation that a proclamation or a statement substantially along these lines be sent out as coming from the Council of National Defense.

The Council of National Defense touches the life of the nation at practically every point. In the words of the act creating it, it is charged not merely with "the concentration and utilization of the resources of the nation." It is its equal duty, in times of stress, to mobilize good will within its borders to forestall bitter dissensions of race or of individuals arising from acts of passion, and in every way to conserve the national unity.

The United States, for many generations, has been the shelter of the oppressed of the world and of those who would become one with the spirit of the Republic. It is the crucible of the nations. Many of those who have come to us are now citizens. Many are not. It is with the latter that we are chiefly concerned.

The presence here at this time of perhaps 8,000,000 aliens is deeply and soberly to be weighed, not only in our interest
54 but in their own. For so long a space as they are lawful dwellers within this country, they are entitled to the generous consideration of the people and Government of the United States. Emphasizing anew our national doctrines of tolerance and personal liberty, of holding all persons within the land to be loyal unless by their own acts they shall prove the contrary, we call upon all citizens, if untoward events should come upon us, to present to these aliens, many of whom will tomorrow be Americans, an attitude of neither suspicion nor aggressiveness. We urge upon all Americans to meet these millions of foreign-born with unchanged manner and with unprejudiced mind. Any other course is unworthy of our traditions and against public policy and the free flow of governmental affairs.

FEBRUARY 15, 1917.

To the Council of National Defense:

The Advisory Commission suggests to the Council of National Defense that it is necessary for the further progress of its work that detailed lists of material with specifications and detailed dimensioned blueprints, where such exist, be immediately furnished the Commission, covering all equipment needs for a

force of one million men, assuming that this force is a balanced force and for the assumed force of the Navy and Marine Corps with its numbers increased to emergency strength.

We also desire estimates of reasonable accuracy covering the maintenance of a force of the size mentioned above in the field during each ninety days of active service.

55 This information is requested in order that approximations may be made as to amounts of material, both manufactured and raw, for which it will be necessary to draw upon the resources of the country.

We shall appreciate it if the Council of National Defense will transmit this request to all bureaus and divisions which may be able to supply such information, and then send this information to the Director of the Council for transmission to the different committees.

HOLLIS GODFREY, *Chairman.*

It was voted that the Commission recommend to the Council the completion of the industrial inventory made under the direction of the Committee on Industrial Preparedness of the Naval Consulting Board, as provided by the budget passed by the Council at its meeting on December 12, 1916.

It was voted that the Commission recommend to the Council that in any future meetings such as have been held during the past three days a stenographic report be made.

After consideration all the foregoing recommendations were, upon vote, adopted.

56 Upon motion of Secretary Houston, seconded by Secretary Lane, the following recommendation of the Commission was, upon vote, adopted:

That the Advisory Commission recommend to the Council that the Director of the Council be instructed to employ a man at approximately Three Thousand Dollars a year as Chief of the Labor section in connection with the work of the Committee on Labor, of which Commissioner Gompers is Chairman.

It was voted that the following resolution be referred back to the Commission to be amended; said amendment to include a definite statement of the number and names of the men whom it is proposed shall constitute the expert body created by the resolution. Also a statement of the probable cost of the work, ascertained by conferences with the Ordnance officers of the Army and Navy:

Whereas a close observation of the trend of events in foreign countries during two years and a half of the European struggle has clearly shown us that wars, as now waged, involve the closest possible coordination and utilization, not only of the human but of the material resources of the nation; and

Whereas such coordination and utilization of the national resources may be achieved only through the preparation and execution of the most carefully considered and comprehensive plans for a definite and continuing Governmental policy: Therefore be it

Resolved, That the Advisory Commission of the Council of National Defense recommend to this Council the creation of an expert body, whose personnel shall be chosen by the Commission, subject to approval by the Council, from among those having special knowledge in industrial, military, and naval affairs, and who shall proceed without delay in the preparation for presentation to the Council and its Advisory Commission such definite plans as may, after criticism and revision by these bodies, be adopted as a basis for the maintenance of the national security and welfare in the event of present or future international emergency; and be it further

Resolved, That the exeprt body thus created be especially charged with the following detailed duties:

57 1. Investigation and recommendation as to present and future methods of procurement of Governmental supplies.

2. Investigation, criticism, and correction, when necessary of the existing methods, specifications, and drawings covering munitions and the materials and articles of supply (in War and Navy Departments) with a view to putting these specifications and drawings into form for rapid and quantity duplicate production in private manufacturing plants throughout the United States.

3. Consider carefully the fundamentally vital need that proper standards in method, in treatment, in design, and in dimension, which has come to be recognized as a prerequisite to all rapid quantity production and to any national mobilization of our industrial resources or the National Defense.

4. Recommendation as to the preparation and storage or placing in the hands of private and Government manufacturing plants of duplicate copies of corrected specifications and drawings, in order that there may be brought about the widest possible dissemination of this specialized knowledge.

5. Consider and make recommendation covering the necessity for the production and supply by the Government to private manufacturers, or the making upon the part of the private manufacturer, in conformity with master gauges owned by the Government, the necessary gauges and special equipment necessary for the insurance of duplicate and interchangeable parts manufactured in every line of munition work. Experience has shown the munition industry to be a parts-making business, and that these parts shall be duplicate and interchangeable, no matter where manufactured, is a fundamental necessity.

6. Prepare, for presentation to the Council and its Advisory Commission, detail plans covering a practical method for the national education of American industry in the production of war supplies. Arrange for the placing of minimum annual educational orders, the object of which shall be to teach the manufacturer to do that one particular thing for which his producing equipment shall be found by analysis to be best fitted, and for which the concern is to be held accountable in the event of war. This country has tremendous resources, both in producing equipment and in skilled labor, but these resources are uneducated for the national service and therefore useless in emergency. Through a proper educational policy hundreds of millions of dollars worth of manufacturing equipment and hundreds of thousands of skilled workers may be so trained as to become a great national asset immediately available in the event of war, and at a minimum expense to the country.

The rules and regulations presented at a former meeting were taken up and, at the suggestion of Secretary Houston, final action was deferred until the next meeting.

58 Commissioner Coffin stated that Mr. Bascom Little had been added to the Committee, consisting of himself and Commissioner Gompers, appointed to prepare the rules and regulations for the exclusion of labor from military service.

Commissioner Godfrey reported that he had held a conference in New York with a Committee from the Engineering Societies who were especially anxious that some definite plans should be made for their cooperation and service in time of need and that many offers for service were being received daily from the members of their societies of which some definite use should be made.

Chairman Baker suggested that the Reserve Corps of the Army and Navy already established by law might be used for this purpose and Commissioner Godfrey was authorized to confer with the proper officers of the Army and Navy Departments and arrange for so doing.

The meeting was then addressed by General Crozier, Chief of the Bureau of Ordnance, and Admiral Benson, of the Naval Board, who outlined the conditions existing in their Departments.

At the conclusion of the addresses, the meeting was adjourned until Saturday, February 24, 1917, at ten o'clock, A. M.

Attest:

D. DANA BARTLETT, *Secretary.*

Correction: "President" to read "Chairman." By vote of the Council Meeting Febry. 28, 1917.

Attest:

D. DANA BARTLETT, *Secty.*

59 **An Adjourned Joint Meeting of the Council of National Defense and the Advisory Commission Was Held at the Office of the Secretary of War, Saturday, February 24, 1917, at Ten o'Clock A. M.**

Present: The Secretary of War; the Secretary of the Navy; the Secretary of the Interior; the Secretary of Commerce; and the Secretary of Labor, of the Council; and Messrs. Hollis Godfrey, Chairman; Bernard M. Baruch; Howard E. Coffin; Samuel Gompers; Franklin H. Martin; Julius Rosenwald; and Daniel Willard, of the Commission.

Chairman Baker called the meeting to order and introduced the following distinguished surgeons who addressed the meeting and related their experiences in connection with the European conflict:

Dr. Karl Connell, Associate in Surgery, Columbia University; Surgeon, Roosevelt Hospital, New York. Dr. Connell was with the American Ambulance in France from November 1914 to March 1915, during which time he was organizing Mrs. Harry Payne Whitney's Hospital. He was messenger from Ambassador Sharpe at Paris to Ambassador Gerard at Berlin, and through the courtesy of Ambassador Gerard was introduced to the German War Minister and to the Surgeon General of the German Army. Through them exceptional opportunities were presented for seeing the medical organization and medical activities of Germany during March and April 1915.

Dr. Alexis Carrell, Member of the Rockefeller Institute for Medical Research, New York; Nobel Prize for physiology and Medicine, 1912. Dr. Carrell was sent to the base hospital in Lyons for Surgical Work, and investigations regarding healing of wounds in field hospitals. He then acted as chief surgeon and director of laboratories of a research hospital supported by the Rockefeller Foundation and the French War Department.

Colonel Herbert A. Bruce, Toronto; late Inspector-General Medical Service, Canadian Expedition Forces. Now consulting Surgeon, French Armies in France.

60 At the conclusion of the addresses, Mr. Osborne, of the Cleveland Multigraph Company, related the experience his Company had had in the manufacture of time fuses for the Allies, and exhibited the blueprints that it was found necessary to use in connection with their production.

Director Gifford handed to the members of the Council and Commission printed copies of the report of John H. Finney, chairman of Committee on Development of Water Power, American Institute of Electrical Engineers, and Report of Committee on Foreign Affairs on the Diversion of Water on Niagara River, Report No. 1292, Sixty-fourth Congress, second session.

Chairman Baker stated that Admiral Peary had requested permission to speak before the Council and that he would be invited to address the Council and Commission at the next regular meeting, March 3, 1917.

Adjourned.

Attest:

D. DANA BARTLETT, *Secretary.*

Correction: "President" to read "Chairman." By vote of the Council meeting Feb. 28, 1917.

Attest:

D. DANA BARTLETT, *Secty.*

61 **At the Call of the Chairman a Special Meeting of the Council of National Defense was Held at the Office of the Secretary of War on Wednesday, February 28, 1917, at Nine o'Clock A. M.**

Present: The Secretary of War, the Secretary of the Navy, the Secretary of the Interior, the Secretary of Agriculture, the Secretary of Commerce, and the Secretary of Labor.

The meeting was called to order by the Chairman.

The minutes of the last meeting were read by the Secretary and there being no objection stand approved as read.

It was moved by Secretary Wilson, seconded by Secretary Redfield that in future a copy of the minutes of all meetings be furnished each member of the Council as soon after the close of the meeting as practicable. It was so voted.

Director Gifford presented and read the following report:

COUNCIL OF NATIONAL DEFENSE MEETING,
February 28, 1917.

REPORT OF THE DIRECTOR

This report is intended to cover only matters being handled by the Council. It is assumed that the Chairman of the Commission will report fully at the joint meeting on the activities of the Commissioners and their committees.

62 I. The Council passed a resolution ten days ago which authorized the furnishing to the Commission of detailed lists of materials with specifications and detailed dimensioned blueprints, covering all equipment needs for a balanced force of one million men, and for the assumed force of the Navy and Marine Corps, with its members increased to emergency strength. Estimates were also to be furnished covering supply of ammunition for the same force in the field during each ninety days of active service.

Your Director has been informed by Admiral Benson that the information called for, as far as it relates to the Navy and Marine Corps, will be furnished this week. The Quartermaster General of the Army states that the information can probably be furnished this week, provided it is not necessary to refigure their present data to the basis of a balanced force, as provided by the Defense Act of last June.

Your Director has called the attention of the Chief of Staff to the fact that details of the units making up "the balanced force" should be furnished not only for the Commission but also to the department heads of the Army, in order to permit them to make up their estimates on the same basis.

63 Colonel Babbitt, of the Ordnance Department, states that it will take a long time to furnish the information requested. Practically no copies of blueprints are available, so that about ten thousand copies will have to be made. Furthermore, in many instances where parts are manufactured at present only in arsenals, no detailed drawings exist. He also calls attention to the fact that to furnish a complete list of the materials, etc., as requested would require some time on the part of his office force, and suggests that the Director continue, as at present, to get this information, if possible, through Colonel Landis, who is employed by the Council.

As the Advisory Commission is very anxious to obtain the information asked for promptly, your Director wishes to call this situation to the attention of the Council.

II. Arrangements have been completed with the Chamber of Commerce of the United States to the end that a small committee of business men has been appointed in each of the cities in which the Quartermaster's Department of the Army has headquarters. These committees will immediately get in touch with the local quartermaster and become familiar with the problems, so as to furnish

advice and assistance to him in case he is called upon to purchase supplies in unusually large quantities.

III. Your Director is actively engaged on the work of analyzing industries which are concerned in supplying the needs for national defense. This work, of course, cannot be completed until full lists of materials used by the Army
64 and Navy are furnished. However, with such information as is already at hand, the Department of Commerce is engaged in coordinating the list of industries with the various associations and leading manufacturers in each of the industries. As soon as this is completed it will be possible to write these associations or individuals to appoint a committee of not more than three for each industry to deal with the Council in relation to national-defense matters.

IV. Your Director has requested Secretary Redfield to furnish, in accordance with the resolution passed February 16, a list of the articles which are now imported that are essential for the support of the army or peoples of the United States.

V. At the suggestion of Dr. Manning and Dr. Parsons, of the Bureau of Mines, your Director has suggested to Secretary Lane that a census of chemists and mining engineers might be taken by the Bureau of Mines.

VI. Colonel Landis, who is employed by the Council, has finished his estimate for ordnance requirements for five hundred thousand men (500,000). His figures include only the amounts of material necessary to put the men into the field. Estimates as to reserve supplies and the amounts needed to keep the men in the field are now being made. The Advisory Commission desires these figures, together with the figures of the amounts now on hand, presented to it on Saturday.

VII. At the request of the National Research Council, your Director has
65 assisted in the preparation of a census-of-research blank to be used by the National Research Council in gathering information as to the lines of research and the facilities for research now in existence in this country.

VIII. Arrangements have been completed by the Director with the telephone and telegraph interests to the effect that government business will be given right-of-way in the present emergency. The telephone company has placed extra equipment in Washington and assures the Director that it is ready to take care of the needs of the Government.

IX. The budget for the first three months provided for expenses amounting to some $10,000 for the continuation of the work of the Committee on Industrial Preparedness of the Naval Consulting Board. Only a small part of this amount has been spent to date. In the determination as to what should be done in this branch of the work, your Director has been in constant touch with Commissioner Coffin. With his approval we are now completing the census of industries of Massachusetts, and on the results of this work will depend somewhat the policy as regards completing the census for the entire country.

X. Your Director would call attention to the fact that the Army Appropriation bill for 1918, as passed the House, carried no additional appropriation for the work of the Council in 1918. The unexpended balance of the present appropriation only was reappropriated.

66 XI. Mr. Grosvenor Clarkson has been appointed as assistant to the Director as approved by the Council.

XII. Your Director has had many conferences with representatives of chambers of commerce, governors' committees, women's organizations, and numerous individuals who wish to offer their assistance to the Government.

XIII. The following is a brief report on the financial situation to March 1st:

67 *Expenditures and Liabilities, Dec. 11, 1916, to Feb. 28, 1917*

	Main Office	Medical Section	Industrial Section	Personal Index & Resource Inventory	Total
Salaries	$6,275.00	$1,950.00	$650.00	$325.00	$9,200.00
Furniture, supplies, etc	3,850.00	1,376.00	374.00	----------	5,600.00
Printing and stationery	500.00	300.00	----------	----------	800.00
Rent in Washington, D. C	950.00	250.00	----------	----------	1,200.00
Total	11,575.00	3,876.00	1,024.00	325.00	16,800.00
Budget authorized for three months study	14,500.00	10,600.00	10,000.00	7,500.00	42,600.00

There was also authorized the sum of $6,000.00 for "Continuation of General Inventory of Resources" by Mr. Hanwood, of Drexel Institute.

68 It was moved, seconded, and voted that the report of the Director and all future reports submitted by him be made part of the minutes.

The rules and regulations recommended by the Commission for adoption were presented. It was moved that said rules and regulations be amended by changing the designation of "President" (of the Council) to "Chairman" (of the Council) and it was also moved that the designation "President" (of the Council) wherever used in the minutes of previous meetings be so changed.

The motion being duly seconded, it was so voted.

Upon motion duly seconded, the following rules and regulations as amended were adopted:

Rules and Regulations of the Council of National Defense

PREAMBLE

The Council of National Defense is established for the coordination of industries and resources for the national security and welfare by an Act of the Sixty-fourth Congress, approved August 29, 1916, entitled "An Act Making Appropriations For The Support of The Army", etc.

The Council consists of the Secretary of War, the Secretary of the Navy, the Secretary of the Interior, the Secretary of Agriculture, the Secretary of Commerce, and the Secretary of Labor.

The Advisory Commission created by the said Act shall consist of not
69 more than seven persons, each of whom shall have special knowledge of some industry, public utility, or the development of some natural resource or to be otherwise specially qualified in the opinion of the Council for the duties provided by said Act.

I. OFFICERS

The officers of the Council of National Defense shall consist of a Chairman, who shall be the Secretary of War, ex officio, a Director, and a Secretary.

The officers of the Advisory Commission shall consist of a Chairman and a Secretary, who shall be the Secretary of the Council, ex officio.

II. ELECTION OF OFFICERS

The Director and the Secretary of the Council shall be elected by a majority vote of the Council in March 1917 to serve for a term of four years. They may be removed at any time by a majority vote of the Council and other officers elected for the unexpired term.

The Chairman of the Advisory Commission shall be a member of the Commission and shall be elected by a majority vote of the Commission at its regular meeting in March 1917 to serve for the term of one year and thereafter elected annually.

III. DUTIES OF OFFICERS

Chairman of The Council.—The Chairman of the Council shall preside at all meetings of the Council and at the joint meetings of the Council and the Commission.

70 In his absence the duties of the Chairman shall devolve upon the Secretary of the Navy, if present; if not present, upon the member of the Council present next in the order hereinbefore named.

Chairman of the Commission.—The Chairman of the Advisory Commission shall preside at all meetings of the Commission and shall be the representative of the Commission at the joint meetings of the Council and the Commission and in all general matters pertaining to the business of the Commission.

In the absence of the Chairman a member of the Commission may be appointed by a vote of the Commission to act as Chairman for the meeting.

Director.—The Director shall be the executive officer of the Council; shall carry out its orders and determination; and be its representative in the execution of its powers. He shall have active charge of all work undertaken by

authority of the Council. He shall authorize all expenditures and financial obligations and approve all disbursements in accordance with the authority conferred upon him from time to time by the Council and shall make such appointments as may be necessary for the proper conduct of the business of the Council and Commission.

He shall attend all meetings of the Council and shall supervise all special investigations made by the subordinate bodies or experts appointed by the Council and be at all times in close touch with the investigations, researches, and inquiries undertaken by the Commission and with all branches of
71 the work of both the Council and Commission.

Secretary.—The Secretary shall attend and record the proceedings of all meetings of the Council and Commission. In the absence of the Secretary a member of the Council or Commission may be appointed by a vote of the Council or Commission to act as Secretary for the meeting.

He shall be the custodian of the official records and files of the Council and Commission; shall attend and record such meetings with civilian or department organizations as may be held by the Council or Commission; and shall perform such other duties as may be assigned to him by the Director.

IV. MEETINGS

Regular joint meetings of the Council and Commission shall be held in Washington, D. C., on the first Monday of each month, at such time and place as may be designated in the call of the meeting, excepting where that Monday falls upon a holiday, in which circumstances the meeting shall be held on a succeeding Monday.

Special meetings of the Council may be held at any time on call of the Chairman, or at the request of a majority of the Council.

Special joint meetings of the Council and Commission may be held at any time on call of the Chairman of the Council or at the request of a majority of the Council.

72 A majority of the Council shall constitute a quorum.

Regular meetings of the Advisory Commission shall be held at the office of the Commission in Washington, D. C., on the first Monday of each month at nine o'clock, A. M., excepting where that Monday falls upon a holiday, in which circumstances the meeting shall be held on the succeeding Monday. An adjournment of said meeting be made and the meeting reconvened at the close of the regular joint meeting of the Council and Commission held on the same day.

Special meetings of the Advisory Commission may be called by the Chairman of the Commission or at the request of a majority of the Commission to be held at such time and place as may be most convenient for the majority of the Commission, ascertained by communications with its members.

A majority of the Commission shall constitute a quorum.

Notice of said regular meetings shall be mailed by the Secretary to the members of the Council and Commission at least ten days in advance of the date of said meetings.

V. PROCEDURE AND ORDER OF BUSINESS

The conduct of the business of all meetings shall be in accordance with parliamentary rules.

The order of business of the Council shall be as follows:

1. Reading and approval of minutes of previous meeting.
2. Report of the Director.

73 3. Report of the Chairman of Commission.

4. Unfinished business.
5. New business.

The order of business of the Commission shall be as follows:

1. Reading and approval of the minutes of previous meeting.
2. Report of Commissioners and Committees.
3. Unfinished business.
4. New business.

VI. AMENDMENTS

Amendments of the foregoing rules and regulations of the Council of National Defense and the Advisory Commission may be made at any regular meeting

of the Council by a two-thirds vote of the Council, but no amendment shall be acted upon without first being submitted to the members of the Council at least five days before the date of said meeting and the proposed amendment to be voted upon shall be incorporated in the call of said meeting.

The following recommendation of the Advisory Commission relating to legislation presented at a previous meeting was discussed and it was finally decided that no action need be taken:

The Advisory Commission suggests to the Council the advisability of an immediate study of what, if any, legislation should be passed designed to empower the Government to deal effectively with any emergency that might arise.

74 Director Gifford brought to the attention of the Council report of the Committee on Foreign Affairs on the diversion of water on Niagara River, Report No. 1292, Sixty-fourth Congress, second session, which had been submitted to the Council at the meeting on February 24, 1917. After discussion it was decided that no action was necessary.

The following amended resolution of the Advisory Commission was presented and it was moved by Secretary Lane, seconded by Secretary Houston that it be adopted. It was so voted:

Whereas in the act for making further and more effectual provision for the National Defense, and for other purposes, approved June 3, 1916, Section 120 provides that:

"The Secretary of War shall also make, or cause to be made, a complete list of all privately owned plants in the United States equipped to manufacture arms and ammunitions, or the component parts thereof. He shall obtain full and complete parts thereof. He shall obtain full and complete information regarding the kind of arms or ammunition, or of the component parts thereof, manufactured or that can be manufactured by each such plant, the equipment in each plant, and the maximum capacity thereof. He shall also prepare a list of privately owned manufacturing plants in the United States capable of being readily transformed into ammunition factories, where the capacity of the plant is sufficient to warrant transforming such plant or plants into ammunition factories in time of war or when war shall be imminent; and as to all such plants the Secretary of War shall obtain full and complete information as to the equipment of each such plant, *and he shall prepare comprehensive plans for transforming each such plant into an ammunition factory, or a factory in which to manufacture such parts of ammunition as in the opinion of the Secretary of War such plant is best adapted.*"

75 And Section 123 provides that:

"The Secretary of War be, and he is hereby, authorized to prepare or cause to be prepared, to purchase or otherwise secure, such gauges, dies, jigs, tools, fixtures, and other special aids and appliances, *including specifications and detailed drawings, as may be necessary for the immediate manufacture by the Government and by private manufacturers of arms, ammunition, and special equipment* necessary to arm and equip the land forces likely to be required by the United States in time of war."

And whereas the sums of $250,000 and $200,000 to carry out the purpose of said Section 123, so far as relates to ammunition and arms respectively were appropriated in the Army Appropriation Act for fiscal year ending June 30, 1917.

And whereas in Senate Document #664, dated January 4, 1917, a report on the "Government Manufacture of Arms, Munitions, and Equipment", prepared in accordance with the provisions of Section 121 of the same Act, by the Board of which Colonel Francis J. Kernan was President, there appears certain findings and recommendations; to wit:

1. It is not desirable that the Government manufacture its arms, munitions, and equipment exclusively.

2. It is not feasible or practicable for it to do so, with any due regard to economy or to preparedness within a reasonable time.

3. It is desirable that the Rock Island Arsenal be enlarged promptly and considerably, especially for the increased production of rifles.

4. It is desirable that modern machinery and appliances be installed in all arsenals where needed.

5. It is desirable to arrange with private industry for a portion of the supply of whatever reserves of arms, munitions, and equipment are determined upon with due regard to the conversion of their plant to use in such connection in time of war.

6. It is important to take into consideration the location as well as the
76 organization of plants which are coordinated, with a view both to safety and facilities for distribution.

7. It is important to accumulate at least a year's supply of all raw material which is needed in the manufacture of arms, munitions, and equipment and is not to be found within continental United States.

8. It is important to accumulate a full supply of drawings and gauges sufficient to enable all coordinated industries to work to full capacity promptly.

9. It is desirable to standardize gauges, jigs, and tools as far as practicable and as soon as practicable.

10. It is exceedingly important that skilled and experienced labor in coordinated industries especially be enrolled, and in the event of war enlist for work in selected factories.

11. It is important that a comprehensive plan of organization for prompt expansion to full capacity, night and day, both in Government plants and those of coordinated private industries be worked out and made ready for immediate use.

12. It is important that the Government establish plants for the assemblage of field-gun ammunition at such points as may be best adapted thereto, with due regard to the safety and facility for distribution.

13. It is exceedingly important that our arsenals equipped for the manufacture of rifles and artillery be put to work at full capacity as early as possible.

And whereas the specific duties of the Council of National Defense include, in the words of the Act; "to supervise and direct investigation and make recommendation to the President and the heads of Executive Departments as to * * * data as to amounts, location, method and means of production, and availability of military supplies; the giving of information to producers and manufacturers as to the class of supplies needed by the military and other services of the Government, the requirements relating thereto, and the creation of relations which will render possible in time of need the immediate concentration and utilization of the resources of the Nation."

And whereas, the Council "may organize subordinate bodies for its
77 assistance in special investigations, either by the employment of experts or by the creation of committees of specially qualified persons to serve without compensation, but to direct the investigation of experts so employed;"

Resolved, That the Advisory Commission of the Council of National Defense strongly indorses the findings and recommendations of the Kernan Board and urges upon the Council that the Council recommend to the Secretary of War that the work referred to in the above-quoted portion of the Defense Act of June 3, 1916, be hastened to completion and that the recommendations of the Kernan Board be carried out insofar as possible: And be it further

Resolved, That the Council create a Committee of specially qualified persons to serve without compensation whose personnel shall be nominated by the Commission and appointed by the Council, to investigate and advise in the carrying out of the details of the work above described.

The following resolution from the Aero Club was presented by the Director:

Whereas the House Committee on Military Affairs in reporting the Army Appropriations, has only allowed Eight Million Dollars for military aeronautics and One Million Dollars for aeronautic stations; and

Whereas for the upbuilding of our defense it is necessary to train and equip immediately one thousand aviators and one thousand operators of observation balloons; and

Whereas to train one thousand aviators and one thousand balloon operators, there are needed ten permanent aviation stations and ten permanent aerostatic (kite, balloon, and dirigible) stations; and there are needed three aeroplanes for each aviator—which is the number of aeroplanes allowed each aviator by other countries; and

Whereas for the purchase of the grounds and equipping the twenty stations, there is needed about twenty million dollars; and for the purchase of the
78 three thousand aeroplanes to equip the one thousand aviators, an amount approximating Thirty Million Dollars will be required: Be it

Resolved, That the Board of Governors, here assembled, present the above-mentioned facts to the Senate and House Committees on Military Affairs, Secretary of War Baker, the Council of National Defense, the Advisory Committee on Aeronautics, and the American public, and urge that the appropriation for Military Aeronautics be increased to Fifty Million Dollars to provide for the expansion in the Air Service which is badly needed to meet the national emergency.

Upon motion of Secretary Wilson, seconded by Secretary Lane, the matter was referred to the Advisory Commission for report with recommendations.

The Director stated that the National Research Council especially desired to establish relations with the Council of National Defense, and after a general discussion the following resolution was, upon motion, duly seconded, adopted:

Resolved that the Council of National Defense, recognizing that the National Research Council, at the request of the President of the United States, has organized the scientific forces of the country in the interest of national defense and national welfare, requests that the National Research Council cooperate with it in matters pertaining to scientific research for national defense, and to this end the Council of National Defense suggests that the National Research Council appoint a Committee of not more than three, at least one of whom shall be located in Washington, for the purpose of maintaining active relations with the Director of the Council of National Defense.

Adjourned.

Attest:

D. Dana Bartlett, *Secretary.*

79 Minutes of the Meeting of the Council of National Defense, March 3, 1917

A joint meeting of the Council of National Defense and the Advisory Commission was held at ten o'clock A. M., March 3rd, 1917, at the office of the Secretary of War. There were present each member of the Council and Commissioners Willard, Coffin, Baruch, Rosenwald, and Martin; the Assistant Secretary of War; General Scott, Chief of Staff of the Army; Admiral Benson, Chief of Naval Operations; Rear Admiral Peary, U. S. N.; and the Director and Secretary of the Council.

The conference was called to order at 10: 12 A. M. by the Secretary of War, who welcomed Admiral Peary.

Admiral Peary, talking from notes, spoke of the vital importance in modern war of the seaplane, not only to bring information to fleets but to guard coast lines. He stated that the crucial thing is the establishment and maintenance of a qualified flying personnel, affirming his belief that such a personnel could and should largely be enlisted from men living near or along the sea coasts whose habits of life obviously would fit them for the work.

Secretary Baker enquired if it was Admiral Peary's judgment that such a service would best fall under the scope of the Army or Navy. The Admiral thought that it should be chiefly allied with the Navy, adding that a continual coast patrol of seaplanes would render unavailable to an enemy as submarine bases the many secluded inlets

along the coasts of the country. To this Secretry Baker rejoined that it was his present opinion that a coast patrol should be a projection of the coast artillery force rather than an adjunct of the Navy, since the former was a stationary element and the latter mobile. Admiral Peary remarked, following the thought, that the development
80 of the armed forces of the air will in the future be so large that it will bring about an entirely separate branch of the fighting forces of this Government.

Admiral Peary gave as his opinion that if the Council would authorize or direct the Aero Club of America or the National Aero Coast Patrol Commission to start activities to recruit an adequate flying personnel, these organizations would carry on the work without expense to the federal authorities. Secretary Baker remarked that he did not consider such a course would be wise without full specific knowledge of how far the Army and Navy heads had gone in this direction and agreed to refer the matter to the joint Army and Navy board having cognizance of the matters concerned.

Admiral Peary agreed to present his views in a formal written statement at the earliest possible moment.

Secretary Wilson moved that the reading of the minutes be dispensed with. Carried.

Secretary Baker stated that Commissioner Godfrey was unavoidably absent on account of illness.

Secretary Baker requested Director Gifford and Mr. Clarkson to retire during the consideration of the election of a director and secretary. Following upon this, Mr. W. S. Gifford was elected as Director and Mr. Grosvenor B. Clarkson as Secretary of the Council, it being directed by Chairman Baker that such action be spread upon the minutes.

Commissioner Willard stated that Chairman Godfrey of the Advisory Commission had informed the Commission that his private affairs would not permit him longer to serve as chairman. Mr. Willard thereupon announced his election as chairman of the Commission at its meeting earlier in the day.

Secretary Houston, following on the suggestion of Chairman Willard, moved that the regular stated joint conferences of the
81 Council and Advisory Commission be held hereafter on the first Saturday of each month. Carried.

Chairman Willard read the following list of men nominated by the Commission to compose a "Munitions Standards Board":

W. H. Vandervoort, Root & Vandervoort, builders of special machine tools, and president of the Moline Automobile Company.

E. A. Deeds, formerly general manager of the National Cash Register Company, president of the Dayton Engineering Laboratories Company, and interested in many industrial activities.

Frank A. Scott, Warner & Swasey Company, Cleveland, manufacturers of automatic machinery and optical instruments.

Frank Pratt, General Electric Company, Schenectady.

Samuel Vauclain, Baldwin Locomotive Works, Remington and Westinghouse Companies.

John E. Otterson, Vice president, Winchester Arms Company.

MEN SUGGESTED AS SUBSTITUTES

Alexander Brown, Brown Lipe Gear Company, L. C. Smith Typewriter Company, L. C. Smith Gun Company.

B. F. M. Hanson, Pratt & Whitney, Hartford, Conn.

A. J. Baker, Cincinnati Milling Machine Company, Cincinnati.

W. P. Barba, formerly Midvale Steel Company.

James Couzens, formerly vice president, Ford Motor Works, Detroit.

Upon motion, duly seconded, the Council approved of the nominations and directed the chairman of the Council to notify the nominees of their appointment.

Chairman Willard read to the conferees his report as chairman of the Advisory Commission's committee on transportation and communication. The report, together with copy of letter from Mr. Fairfax Harrison, is attached hereto and marked "A."

Secretary Baker stated that if the Director of the Council would furnish him with the names of the members of the committees of the steam and electric railroad men acting in cooperation with the
82 Council and Commission he would have the commanders of the military departments of the country duly notified, the said committees being organized each to operate in one of the military departments.

Secretary Houston moved that Mr. Willard's report be accepted. Carried.

Chairman Willard made specific reference to the material collected, at the instance of the Director, by Colonel J. F. Reynolds Landis, U. S. A., retired, as to ordnance needs. Chairman Willard advised that this material be referred to the Chief of Staff of the Army for comment and correction. The Secretary of War concurred.

The Director stated that the Council had no unfinished business. With reference to new business, the Director introduced a letter signed by Gifford Pinchot and others relating to the utilization of the woodworkers of the country. Secretary Daniels moved that the matter be referred to the Advisory Commission for investigation and report. Carried.

Commissioner Coffin referred to the present opportunity of taking advantage of the equipment of plants now completing war orders for foreign governments, stressing particularly this advantage in respect of rifle production. Secretary Baker enquired what specific thing could be done about it. Commissioner Coffin responding that that was just the point. The question was referred to the Advisory Commission for investigation and advice.

The meeting thereupon (12:15 P. M.) adjourned.

Attest:

GROSVENOR CLARKSON,
Secretary of the Council.

82a [Copy]

"A"

WASHINGTON, *March 2, 1917.*

CHAIRMAN OF THE ADVISORY COMMISSION,
c/o Council of National Defense,
Washington, D. C.

DEAR SIR: I desire to submit the following report concerning the activities of the sub-Committee on Transportation and Communication created by the Advisory Commission with the consent of the National Council of Defense, of which subcommittee I was named by the Advisory Commission as Chairman:

Promptly after the creation of the subcommittee, and acting in conformity with what I conceived to be the spirit of the Act creating the Council of National Defense, and in harmony with the wishes of the Council, as I understood them, I invited fifteen Presidents of important railway lines east of Chicago to meet me in conference in New York; and all but two of those invited were able to be present at the conference. I explained to them briefly the purpose of the law creating the Council, as I understood it, with reference to transportation matters, and suggested that they arrange for the selection of a small committee of Presidents in each of the four military departments of the United States, each of the Committees so selected to have its chairman, and the four Committees, acting together, to constitute a general committee which might represent all of the railroads in the United States. I further stated to them that after they had perfected such an organization, providing they thought it wise to carry out my suggestion, I would then arrange for a conference with the proper officers of the Government in Washington for the purpose of a further development of the question.

Those present at the conference which I have referred to voted unanimously to cooperate with the Government in every way possible for the purpose
82b of carrying out the evident intent of the law, and they also decided to make use of the machinery of the American Railway Association in that connection. A call was sent out at once for a meeting of the Executive Committee of the American Railway Association, and the 4 territorial committees were selected as proposed, and I attach hereto a separate sheet giving the names of the men on each committee.

As soon as I was advised that this action had been taken, I arranged with the Secretary of War for a date of conference to be held in the City of Washington, and that conference was held yesterday. In the meantime I met General Harries, President of the American Association of Electric Railways, which Association occupies substantially the same relationship to the electric roads of the United States as the American Railway Association occupies with reference to the steam roads. General Harries said that the members of his organization were anxious to cooperate with the Government and with the steam roads in order that they might be able to render, in case of need, the most efficient service possible, and I invited him and his Committee to attend the conference which was held in this City yesterday.

By arrangement, the joint committee of executive officers representing the steam railroads and the electric railroads met the Secretary of War in his office yesterday at ten o'clock A. M. The members of the Committee were presented personally to the Secretary of War, and afterwards the Secretary addressed them at some length concerning the provisions of the law and the duties of the Council of National Defense, and indicated certain ways in which he thought cooperation between the railroads and officers of the Army might be mutually advantageous.

The Committee then went to a conference room which had been provided for at the headquarters of the Council of National Defense in the Munsey Building. By arrangement, General Kuhn, President of the War College, and Colonel Baker, of the Quartermaster's Department, addressed the joint committee, each endeavoring to throw as much light as possible upon the questions di-
82c rectly involved. Colonel Birmingham and Colonel Darnell, of the Medical Staff of the Army, Dr. Martin, of the Advisory Commission, and Dr. Simpson spoke briefly in reference to certain features in connection with the proper requirements for transportation of the wounded.

The conference adjourned at 1:00 p. m. for luncheon, and convened again at two o'clock.

During the afternoon conference the general question was discussed at some length, and then all those who were not members of the railroad committee retired and the railroad executives—steam and electric—continued the discussion for an hour or so, perfected their organization, and formulated a program for future action. It was decided, in brief, that each of the four committees should get in communication as soon as convenient with the departmental commanders in their territory and indicate to him that they were prepared to take up in detail a comprehensive study of the questions particularly involved, and for your further information in this connection I attach hereto a letter which I have just received from President Harrison of the Southern Railway, who was elected General Chairman of the Whole Committee of Railroad Officers, in which letter is set forth the specific program which was agreed upon at yesterday's conference.

I respectfully suggest that the Department Commanders be advised by the proper authority of the action that was taken at yesterday's meeting, and that they be asked to arrange for a conference with the Committees selected by the railroads at as early a date as may be practicable, in order that the program agreed to yesterday may be carried into effect.

Respectfully submitted.

(signed) D. WILLARD,
Chairman sub-Committee on Transportation and Communication.

82d [Copy]

THE AMERICAN RAILWAY ASSOCIATION,
SPECIAL COMMITTEE ON NATIONAL DEFENSE,
Washington, D. C., March 1, 1917.

To the Members of the Special Committee on National Defense of the American Railway Association:

GENTLEMEN: At the meeting of the American Railway Association Special Committee on National Defense held in Washington today it was agreed:

1. That the four territorial committees shall each confer at once with the Commanding Officer in their respective military departments and in due course shall report to the general committee:

(a) What should be the permanent location of a mobilization camp in each state, having regard for efficiency of transportation to and from such camp, and especially with regard to a general movement from such camps towards designated strategic areas. It is probable that some changes in the locations recently used may be necessary. The territorial committees will endeavor to agree upon these with the Commanding Officer, to the end that the change may be formally authorized by the War Department.

When such mobilization camps are located and authorized by the government the respective territorial committees will have engineering studies made of railroad terminal facilities necessary at such camps, with estimates of cost thereof.

(b) What are the strategic areas in which the military authorities plan to concentrate troops. When advised as to this by the Commanding Officer the several territorial commiteees having jurisdiction will have engineering studies made for such railroad facilities in such areas as may be agreed by them and the Commanding Officer to be necessary (in the language of the Act of Congress of August 29, 1916) "to render possible expeditious concentration of troops and supplies to points of defense", with estimates of the cost thereof.

2. It is the purpose of the general committee in due course to bring to the attention of the government the plans and estimates for all such terminals and other railroad facilities planned for military purposes, in order that if possible the problem of financing them may be solved before they are needed.

3. The General Chairman is to appoint two subcommittees of technical railroad officers, viz:

82e (a) A Committee on Equipment Standards, to study the practical adaptation of existing railroad equipment to the most effective service in moving troops, munitions, ordnance, and supplies on a large scale. The equipment of hospital trains is to be considered as a part of this enquiry.

(b) A Committee on Military Tariffs, to discuss with the Quartermaster General's office the possible simplification of tariffs and classifications, applicable to service performed by the railroads for the military authorities, to the end that the audit of accounts and settlement of bills for such service may be expedited, and to have a new understanding as to routing of military traffic, having in view the largest transportation efficiency in an emergency as well as the distribution of revenue between individual railroads.

4. That in case a new general movement of troops shall be required, it shall be conducted without regard to the territorial lines of the military departments by the organization which was built up by the former Special Committee on Cooperation with the Military Authorities, which organization (now held in reserve in skeleton form) shall be renewed and continued. The central office in Washington is to deal direct with all the railroads and with the military authorities in such matters and shall be privileged to call on the several territorial committees for assistance.

5. That it is the sense of the general committee that railway officers can be of the largest service to the government in the matter of military transportation as civilians rather than as military officers.

6. Mr. George Hodges is appointed Assistant to the General Chairman, to be in charge of the office and organization of the general committee in Washington. Mr. J. E. Fairbanks is appointed Secretary of the Committee. The Executive Committee of the American Railway Association will be requested to authorize the Treasurer of the Association to honor the bills of the Committee for its necessary expenses.

Faithfully yours,

(Signed) FAIRFAX HARRISON.

Copies to—
Mr. Daniel Willard.
Mr. W. W. Atterbury.
Mr. George Hodges.
Mr. J. E. Fairbanks.

82f "A"

COMMITTEE ON NATIONAL DEFENSE OF THE AMERICAN RAILWAY ASSOCIATION

Fairfax Harrison, President Southern Railway, General Chairman.

EASTERN DEPARTMENT

L. F. Loree (Chairman), president Delaware & Hudson Railroad Company.
W. G. Besler, president Central Railroad Company of New Jersey.
A. W. Thompson, vice president, Baltimore & Ohio Railroad Company.
A. H. Smith, president New York Central Lines.
J. H. Hustis, temporary receiver Boston & Maine Railroad Company.
W. H. Harahan, president Seaboard Air Line Railway.

CENTRAL DEPARTMENT

R. H. Aishton (Chairman), president Chicago & Northwestern Railway.
G. L. Peck, fourth vice president, Pennsylvania Lines, West.
E. E. Calvin, president Union Pacific Railroad.
C. H. Markham, president Illinois Central Railroad.
G. T. Slade, first vice president, Northern Pacific Railroad.

SOUTHERN DEPARTMENT

W. B. Scott (Chairman), president Southern Pacific Texas Lines.
B. F. Bush, receiver Missouri Pacific Railroad.
C. E. Schaff, receiver Missouri, Kansas & Texas Railway.

WESTERN DEPARTMENT

William Sproule (Chairman), president Southern Pacific Railroad.
E. P. Ripley, president Santa Fe Railway.
J. D. Farrell, president Oregon & Washington Railway & Navigation Company.

COMMITTEE ON NATIONAL DEFENSE OF THE AMERICAN ELECTRIC RAILWAY ASSOCIATION

General George H. Harries, president Omaha Electric Light & Power Company, Omaha, Nebraska, chairman.

Frank R. Ford, Ford, Bacon & Davis, 115 Broadway, New York, vice chairman in charge of general matters.

L. S. Storrs, president Connecticut Company, New Haven, Connecticut, vice chairman, Eastern Department.

B. I. Budd, president Metropolitan West Side Elevated Railway, Chicago, Ill., vice chairman, Central Department.

C. Loomis Allen, president Allen & Peck, Inc., Syracuse, N. Y., vice chairman, Southern Department.

W. R. Alberger, vice president and general manager San Francisco-Oakland Terminal Railways, Oakland, Calif., vice chairman, Western Department.

83 Minutes of a Special Meeting of the Council of National Defense, March 16, 1917

A special meeting of the Council of National Defense was held on March 16, 1917, at 1:30 o'clock p. m., at the office of the Secretary of War. There were present each member of the Council.

At this meeting the following letter was addressed by the Chairman of the Council to the Secretary of the Interior, the Secretary of Labor, Mr. Daniel Willard, and Mr. Samuel Gompers:

WAR DEPARTMENT,
Washington, March 16, 1917.

GENTLEMEN: At a meeting of the Council of National Defense, it was resolved that you be requested at once to seek an interview with the representatives of the railroad brotherhoods and the railroad executives with reference to the differences now existing between them and apparently threatening to produce a general railroad strike in the country; that you present to the representatives of both sides the grave peril involved in such a situation at this time, and that you request them so to adjust their differences as in any event to lead to a postponement of any acute difficulties during the present national emergency.

Respectfully yours,

(Signed) NEWTON D. BAKER,
Secretary of War,
Chairman Council of National Defense.

Attest: ——— ———, *Secretary pro tem.*

84 Minutes of the Joint Meeting of the Council of National Defense and the Advisory Commission, March 24, 1917

A joint meeting of the Council of National Defense and the Advisory Commission was held at the office of the Secretary of War at 9:30 o'clock A. M., on March 24, 1917. There were present: Secretary of War, Secretary of the Navy, Secretary of the Interior, Secretary of Agriculture, and Secretary of Labor, as well as Commissioners Willard, Baruch, Coffin, Godfrey, Martin, and Rosenwald, and the Director and the Secretary of the Council.

It was moved by Secretary Wilson, and carried, that Secretary Houston be appointed Secretary, *pro tem*, for previous meetings.

Secretary Baker asked permission to file with the Director of the Council the original document covering the settlement awarded by the committee in connection with the railroad negotiations undertaken by Secretary Lane, Secretary Wilson, Mr. Willard, and Mr. Gompers. Carried.

Chairman Willard, of the Advisory Commission, submitted the following report as Chairman of the Commission's Committee on Transportation and Communication:

I have to report that at my instance there was held in Washington on March 19, 1917, a meeting of a committee of the leading telephone and telegraph executives of the country to perfect plans to insure to the Government the most rapid and efficient telephone and telegraph communication in the event of war. The committee in question was headed by Theodore N. Vail, president of the American Telephone and Telegraph Company, and its other members were: Newcomb Carlton, president of the Western Union Telegraph Company; Charles F. Bruch, vice president of the Postal Telegraph-Cable Company; F. B. McKinnon, vice president of the U. S. Independent Telephone Association; and N. C. Kingsbury, vice president, American Telephone and Telegraph Company.

85 The Committee met at the office of the Secretary of War and there conferred with Secretary Baker, in his capacity as Chairman of the Council of National Defense, and W. S. Gifford, the Director of the

Council. Secretary Baker expressed gratification at the loyal, prompt action of the wire companies in support of the Government in preparation for the Government's possible emergency needs in telephone and telegraph communication. He particularly thanked the committee for the steps already taken voluntarily by them to give the Government right-of-way on the outbreak of war. Conferences were later held with Brigadier General Kuhn, president of the war college; Brigadier General Squier, Chief signal officer of the army; and Commander Todd, Director of Naval Communications.

Mr. Vail summed up the net result of this and previous meetings along this line when he said, "The vital thing, fully realized by both federal officials and the wire companies, has been to perfect a coordination to ensure complete cooperation not only between the Government and the companies, but between the companies themselves with regard to communications and censorship of communications. That has now all been arranged for.

Chairman Willard read aloud and submitted the following report of Commissioner Baruch, Chairman of the Commission's Committee on Raw Materials, Minerals, and Metals:

MARCH 23, 1917.

Mr. DANIEL WILLARD,
Chairman Advisory Commission, Council of National Defense.
Washington, D. C.

DEAR S'8: In pursuance of the authority given me and in order to be prepared to meet the requests made of the Advisory Commission, I have appointed the following committees: As the necessity arises, and the advisability becomes apparent, I shall add from time to time other members to these committees, always bearing in mind keeping them down to such a size that they will be workable. It has been my endeavor to appoint on these committees men of proven ability and undoubted integrity.

Leather.—Walter G. Garritt, U. S. Leather Co., Essex St., Boston, Mass; George F. Johnson, Endicott, New York; Theodore P. Haight, American Hide & Leather Co., 92 Cliff St., New York, N. Y.

86 *Rubber.*—A. Marks, Diamond Rubber Co., Akron, O.; Fred Hood, Hood Rubber Co., Watertown, Mass.; Stuart Hotchkiss, General Rubber Co., 1790 Broadway, New York City.

Steel.—E. H. Gary, President American Iron & Steel Institute, 71 Broadway, New York.

Wood.—J. F. Brown, 269 Summer St., Boston, Mass.; Sigmund Silberman, Chicago, Ill.; Joseph R. Grundy, Bristol, Pa.; F. J. Hagenbarth, President National Assn. of Wool Growers, Salt Lake City, Utah.

Copper.—Ambrose Monell, President International Nickel Co., 43 Exchange Place, New York.

Oil.—I have asked Mr. A. C. Bedford, 26 Broadway, President of the Standard Oil Co., to serve on the Committee but I shall probably add another from the Middle West whose name I have not yet determined upon, and Mr. Ed. L. Doheney, of Los Angeles, Calif.

Zinc.—I have in the process of formation a committee representing the zinc trade. There are certain difficulties in the way of trade jealousies which we have to smooth away. The same thing is occurring in other lines, but it will be adjusted and I shall report on them from time to time.

Coal.—I have been in consultation with the producers of coal, both bituminous and anthracite, and am now studying that situation as to the best method of covering coal.

Spruce Wood.—I have also under consideration but have come to no conclusion, the employment through a committee of those best fitted for obtaining for the manufacturers of aeroplanes for the government, the proper amount of spruce wood which seems to be needed.

87 I find a unanimous disposition among all classes of business men to join in the work we are undertaking. As a result of your committee's discussion with the Secretaries of War and Navy and the copper producers a contract is about to be entered into between these departments and the copper producers for the copper that they state as their requirements at what your committee considers a very fair and reasonable price.

The committee is also in the process of negotiations with other producers of raw materials which are to be used for the government that we believe will result in most favorable terms to the government, such as zinc, lead, and steel products.

The committee has, at the request of Secretary Redfield, taken up the matter of increased output of cans and tin plate. The canning and tin-plate people have given assurances of their active cooperation.

In studying the problem in all details we are continually confronted with the question of transportation. We believe that one of the things that the Advisory Commission should address itself to is the bettering of the transportation conditions in this country. This industry is basic to all the others.

There are certain raw materials which are absolutely necessary which are not produced in this country, and which I think should be kept in sufficient quantities by the government itself. Among these it is of prime importance that we have a two years' supply of nitrate of soda until the artificial production of nitric acid is proven.

Rubber, none of which is produced in the United States, and for which no substitute has yet been found, is another.

These are by no means the only raw materials, a supply of which should be kept on hand, but are two examples that will be readily understood by all.

The committee is making a study of minerals of military importance, and would call the attention of the Advisory Commission and Council of National Defense to a recommendation which is on file with the Director of the Council entitled "General justification for amendment providing $50,000 for investigations of rare minerals useful in manufacturing munitions", and to a most valuable and detailed statement entitled "Minerals of Military Importance", compiled by the Department of the Interior, Bureau of Mines, Van H. Manning, Director. This report was compiled with the cooperation of the United States Geological Survey and the Bureau of Foreign and Domestic Commerce. I consider the report of such great value that I quote the following from it:

"*General Statement.*—The United States is deficient in certain minerals of great importance, particularly in war time. This deficiency may be due to actual lack of suitable ore deposits or to the fact that our deposits are low grade and more expensive to work than available foreign ores. In some cases the imports are due to cheap freights and ballast movement, and to the fact that our own deposits are far from the point of use. Where deposits exist on this con-

88 tinent, either in Canada or Mexico, the situation would not be so acute, although embargoes such as have been established in the present war might prove very inconvenient to our industries and our foreign trade. The remedy depends on the situation in each case. It may mean the accumulation of a reserve supply, either by the Government or by private companies, the stimulation of home production by assurance of protection from competition, research to develop and cheapen processes to utilize low-grade ores, stimulation of exploration and discovery of new deposits, or development of substitutes and new uses for the various products."

Your chairman will report from time to time other committees which are in process of formation.

Very respectfully,

(Signed) BERNARD M. BARUCH,
Chairman Committee on Raw Materials, Minerals, and Metals.

89 Chairman Willard read the following letter from Mr. Vauclain:

MARCH 21, 1917.

MY DEAR MR. WILLARD: I attended a Meeting yesterday in Washington, in the office of the Secretary of War, and was duly sworn in as a member of the so-called "Standardization Committee." That portion of the work of this committee assigned to me, while yet to be clearly stated in a letter, appears to be field guns, coast-defense guns, and other large-calibre weapons of the army and the ammunition necessary therefor.

It might be said the chief thing accomplished at this meeting was the organization of the Committee itself, the representative of the Navy as well as the Army being present.

I was astonished at the manner in which these departments are treated by the Government in view of the exceedingly great difficulties encountered in performing rapid and effective work. The situation, if correctly stated, would mean the ruination of any manufacturing establishment and could not be tolerated at all.

I also wish to advise you the British Government has further reduced the number of rifles to be manufactured at the Eddystone rifle plant, which will enable the entire contract to be cleaned up by the first of June.

Inasmuch as the machinery in this plant will become the property of the British Government there is great danger that it may be removed and shipped out of the country, thus destroying one of the most dependable rifle manufacturing plants in the world. It is my judgment that the United States Government should immediately take measures to secure control of this plant, purchasing as little of its equipment as possible in order that its capacity, for the emergency apparently ahead of us, could be relied upon.

I also turned over to Colonel Babbitt, of the War Department, an Enfield Rifle adjusted to shoot the American standard ammunition such as is used in the Springfield rifle. The change necessary in the British Enfield rifle to do this is not very great and could be accomplished without any apparent delay or cessation in the delivery of this style of rifle. If we are to have war we certainly should adopt this weapon, changed as mentioned above, to handle American standard ammunition rather than to endure the delay that would be caused by adherence to the Springfield-type weapon. Unless steps are taken at once to secure this factory, which can be done without any large expenditure, I am afraid it will melt away like ice in a summer's sun.

Cordially yours,

(Signed) SAMUEL VAUCLAIN.

90 Commissioner Coffin referred to the recently changed attitude of the Ordnance branch of the War Department as to rechambering the Enfield rifle. Commissioner Coffin thereupon read and submitted a report (copy attached hereto) on the formation of the Munitions Standard Board and on problems of manufacture in aeronautics.

Commissioner Coffin read a letter (copy attached hereto) from J. H. Williams, of Brooklyn, N. Y. Secretary Baker remarked that he supposed that the matter referred to in Mr. Williams' letter would be reviewed by a member of Mr. Coffin's committee, since it seemed to be a point of importance.

Commissioner Coffin stated that year to year appropriations for aircraft should be discontinued and that such appropriations should be for a period of at least four years, so as to obtain materials in advance. He remarked that this course was even yet necessary in procuring materials for the automobile business, now in its twelfth year as an actual industry.

Commissioner Coffin then read a partial report concerning munitions concerns having completed orders for foreign governments and now on the point of going out of business. Commissioner Coffin stated that the returns so far from a questionnaire sent to such manufacturers by the Director of the Council showed that almost without exception they would hold equipments for a reasonable length of time for the use of the United States Government, provided that some indication be given them in the meantime that it might be necessary to hold such equipment. Commissioner Coffin also referred to a large number of letters received from business men now engaged in making munitions asking to be advised as to what course they should pursue.

Commissioner Coffin then read a draft of a proposed statement to the press outlining the position of the Government in respect of the possible necessity that munitions manufacturers should retain

91 their equipment for Federal needs.

Chairman Willard stated that the Advisory Commission had not yet acted upon Commissioner Coffin's suggestion concerning the press statement hereinabove referred to.

It was moved by Secretary Daniels, and carried, that routes arranged for by Chairman Willard's Committee for transportation of coal to the Pacific Coast be approved until further arrangements should be made, Chairman Willard having previously submitted to

the Council the following resolution passed at the meeting of the Advisory Commission on March 23:

Resolved, That the Advisory Commission recommend to the Council of National Defense that under existing conditions the most direct and expeditious routings, regardless of cost, be employed by the Government in making rail shipments.

Chairman Willard introduced the following resolution passed at meeting of the Advisory Commission March 23:

Resolved, That the systems for registration of man power, both as to aliens and natives, now being employed by the several States of the Union be unified and coordinated to meet the needs of the Federal Government, and that the matter be referred to the War College for execution.

It was moved and carried that said resolution be accepted by the Council and that it "go to the War College for memoranda, and then to the Departments of Commerce and Labor."

Chairman Willard read and submitted the following report:

92 Hon. NEWTON D. BAKER,
Chairman Council of National Defense,
Washington, D. C.

DEAR SIR: The Advisory Commission, having before it public documents known as the Report of the Kernan Board, the Report of the Treat Board and the Report of the Machine Gun Board, and having had opportunity in joint session with the Council, to hear the report submitted by General Crozier, Chief of Ordnance, upon the condition of his Department, has given careful consideration to the matters referred to in the several reports mentioned.

For the purpose of assisting us in obtaining a more definite understanding of the situation, the Chief of Staff has also at our request furnished certain information in connection with some of the articles, such as guns, ammunition, etc., that would be needed to equip an army of one million men. That number of men has been taken as a unit, because both the Kernan and Treat reports dealt primarily with an army of that size, and further, the Advisory Commission is unanimously of the opinion that under conditions such as now exist or may exist, a force of that size is the smallest that ought to be considered in any definite plan of preparedness. The statement which was prepared by the Chief of Staff is attached to this report.

The Advisory Commission recommends unanimously that the arms, ammunition, and other articles of ordnance necessary to equip an army of one million men and to provide for the wastage of four months' active service, as shown on the attached sheet, be obtained as soon as possible. It should be borne in mind that should these supplies fortunately not be needed, they will remain a defensive asset, and would seem to afford only a reasonable insurance against unforeseen contingencies. If, however, events should make necessary the use of a considerable armed force by this country, the carrying out of the present recommendation of this Commission will only be a short step in the direction of full preparedness.

We have given consideration also to the manner in which this question

93 should be handled, and we find our views in that respect in substantial accord with the recommendations contained in the reports above referred to, which may be briefly summarized as follows:

(*a*) Arrange to put at once all the Arsenals that are equipped for the making of rifles and artillery on full-capacity basis.

(*b*) Arrange with private industries for whatever supply of arms, ammunition, and equipment immediately required above the capacity of the Government Arsenals, and to that end steps should be taken to provide necessary drawings and gauges.

(*c*) Arrange to carry out the recommendations of the machine gun Board concerning the procurement of the additional machine guns necessary for an army of one million men.

(*d*) Arrange for the early manufacture of such field guns as are necessary for the equipment of an army of the size mentioned, and which cannot be provided promptly by the plants which the Government now has in operation.

(*e*) Arrange at once for the manufacture of the amount of ammunition recommended by the Treat Board, and provide suitable places for storage.

(*f*) Arrange for the procurement of such number of range finders and field glasses as shown on the attached statement to be necessary for an army of 1,000,000 men.

(*g*) Arrange at once for the procurement of the necessary number of anti-aircraft guns.

The Treat Board has recommended the immediate procurement of additional articles complementary to those mentioned above. These articles are, among others, ammunition batteries, harness, tractors, trucks, truck companies, and certain signal equipment, including aeroplanes, for use in directing the artillery fire.

We have given attention above only to ordnance and ordnance supplies, and have not included personal and horse equipment and Quartermaster Supplies.

Although horses are not included in any of the foregoing recommendations, the Advisory Commission considers it essential that sufficient draft animals be obtained to properly equip the vehicles procured under the recommendtaions.

Respectfully submitted.

(Signed) DANIEL WILLARD,
Chairman Advisory Commission.

94

WAR DEPARTMENT,
OFFICE OF THE CHIEF OF STAFF,
Washington, March 17, 1917.

Memorandum for the Chief of Staff:

Herewith is a table showing an estimate prepared by the Advisory Commission of the Council of National Defense of ordnance supplies and ammunition that would be required for an army of 1,000,000 men. It is understood that the data for the table were furnished to the Advisory Commission by a retired officer.

The War College Division has carefully revised it and made some changes which appear in another table, also submitted herewith.

It appears that in the estimate prepared by the Advisory Commission consideration was not given to the recommendations, approved by the Secretary of War, of the Treat Board and of the Machine Gun Board. Certain errors were found in column 2 of the table prepared by the Advisory Commission. The War College Division does not think that the supplies assumed by the Advisory Commission for four months of war are in all cases quite sufficient. The War College Division estimates that 100% will be required each year for renewal. I think that this estimate is conservative. The War College Division bases its estimate for field artillery ammunition upon the reports which we have received from abroad showing experience in the present European war. From these same reports it bases its estimates of the life of the different field guns as expressed in the number of rounds which can be fired by them. From these figures it deduces that for every 10,000 rounds of ammunition of a certain calibre a field gun of that calibre must be provided, and that for every 5,000 rounds of certain other calibres a field gun of one of those calibres must be provided. In other words, so long as ammunition is being provided guns must also be provided from which to fire the ammunition.

The War College Division has also made a correction in the figures of the Treat Board which is made necessary by the provision of depot batteries and battalions in the National Defense Act.

I recommend that the figures of the War College Division be transmitted to the Advisory Commission as being those which the War Department believes, in the light of the recent European experience, to be the proper ones.

(Signed) TASKER H. BLISS,
Major General.
Assistant to the Chief of Staff.

95

WAR DEPARTMENT,
OFFICE OF THE CHIEF OF STAFF,
Washington, March 15, 1917.

Memorandum for the Chief of Staff:

Subject: Estimate of the ordnance and ammunition required upon mobilization for an army of 1,000,000 men.

1. Herewith is a communication from the Secretary of War dated March 6, 1917 (WCD 8121–78), requesting the opinion of the War College Division as to whether it thinks the estimate prepared by the Advisory Commission of the Council of National Defense overestimates or underestimates the ordnance supplies and ammunition required for 1,000,000 men.

2. The estimated needs, as shown in the estimate submitted by the Advisory Commission, do not, in all cases, agree with previous recommendations approved by the Secretary of War. For example, the approved recommendations of the Treat Board and of the so-called "Machine Gun Board" are not carried out.

3. The War College Division estimates that one million men would produce the necessary organization to form 32 Infantry divisions, 4 Cavalry divisions, and a sufficient surplus to organize the corps troops required by 12 army corps.

4. Column two of the table was, upon investigation, found to contain several errors.

5. The additional supplies required for 4 months of warfare are, in some cases, not quite sufficient. In the appended table prepared by the War College Division, it is assumed that 100% for renewal will be required each year.

6. A careful study of the expenditure of artillery ammunition, based on the most recent information from the present war, indicates clearly that the minimum output of field artillery ammunition required to conduct a war successfully must be based on the following daily allowance of ammunition per gun:

	Rounds per day
For the 3″ field guns	100
For the 3.8″ howitzers	100
For the 4.7″ guns	75
For the 6″ howitzers	75
For the 9.5″ howitzers	50

The average life of the different field guns expressed in rounds fired, is about as follows:

96 3″ field and 3.8″ howitzer, 10,000 rounds; 4.7″ gun, 6″ howitzer, and 9.5″ howitzer, 5,000 rounds.

The above figures on the life of guns were obtained from a study of reports received from the present war and are not the result of our own experience. If they are approximately correct for our service, which is unquestionably true, our output of ammunition and of field guns should be organized so that for every 10,000 rounds of 3″ or 3.8″ ammunition manufactured one 3″ field gun or 3.8″ howitzer should also be completed, with a corresponding relation between the production of 4.7″ guns, 6″ howitzers, 9.5″ howitzers, and the ammunition for their use.

The Treat Board, in its figures, did not include a sufficient number of batteries for the equipment of the depot batteries and battalions authorized by the National Defense Act of June 3, 1916. These units should unquestionably be organized as soon as possible, and the equipment for them is included in that required for the first 4 months. One depot battery per regiment is estimated for. It is also estimated that a least 10% maintenance will be required in addition to the above.

The details of the estimate as to the number of batteries required during the first 4 months are as follows:

	3″ Field	3.8″ Howitzer	4.7″ Gun	6″ Howitzer	9.5″ Howitzer
Depot batteries	68	32	15	15	15
Maintenance for Treat Board equipment	45	21	11	11	11
Number of guns required to maintain supply at front (replacement of worn-out guns)	539	253	189	189	126
Total, 4 months	652	306	215	215	152

7. It should always be remembered that, although the cost of the original equipment for one million men may seem excessive, in fact, nearly prohibitive, it will only represent a small percentage of the maintenance cost in the field. The important problem before this country will be how to organize its industrial resources so that the supplies required can be produced as rapidly as needed and in the proper proportions.

8. Table showing arms and ammunition required is inclosed.

JOSEPH E. KUHN,
Brigadier General.

1 incl. added.

97 *Army needed to equip an Army of 1,000,000 men—organized into 32 Infantry and 4 Cavalry divisions, and Army Corps troops sufficient for 12 Army Corps*

	Men armed	Required on mobilization	In hands of troops and in store	Under manufacture	To be supplied	Additional to be supplied for four months' warfare	Total to be supplied	Remarks
	1	2	3	4	5	6	7	
Rifles, Cal. .30, complete with bayonet and scabbards.	687,585	1,500,000	615,000	75,000	810,000	250,000	1,060,000	75,000 rifles are to be completed by October 1917.
Pistols, Cal. .45	466,160	600,000	100,000	65,000	435,000	100,000	535,000	
Pistols, magazines extra		1,200,000	200,000	130,000	870,000	200,000	1,070,000	
Machine guns		[1] 17,283	1,306	4,125	11,852	5,761	17,613	4,000 to be completed by Nov. 16/17; 125 to be delivered by May 1/17. Money has been appropriated for 600 but is held by order of the Sec. of War to await result of tests by Board May 1, 1917.
Rifle cartridges, Cal. .30		3,270,000,000	181,000,000	140,000,000	2,949,000,000	2,250,000,000	5,199,000,000	140,000,000 to be completed by 9-30-17.
Pistol cartridges, Cal. .45		95,760,000	3,000,000	30,000,000	62,760,000	90,000,000	152,760,000	15,000,000 being made and 15,000,000 being purchased.
Grenades, Rifle		1,136,000	1,000	76,148	1,058,852	1,136,000	2,194,852	13,648 to be completed April 1, 1917; 62,500 by Sept. 1, 1917.
Grenades, Hand		1,136,000		105,000	1,031,000	1,136,000	2,167,000	105,000 to be completed by 10-31-17; 20 Batts. to be completed Apr. 1/17.
3-inch Field Gun Batteries		449	133	80	236	652	888	20 Batts. to be completed Apr. 1/18; 40 Batts. to be completed June 30/18.
3.8-inch Howitzer Batteries		211	7	8	196	306	502	8 Batts. to be completed June 30/18.
4.7-inch Howitzer Batteries			25	2				To be completed Apr. 1, 1917.
4.7-inch Gun Batteries		105	10	13	82	215	297	4 Batts. to be completed Apr. 1/17; Batts. to be completed June 30/17.
6-inch Howitzer Batteries		105	8	15	82	215	297	2 Batts. to be completed June 30/17; 13 Batts. to be completed June 30/18.
9.5-inch Howitzer Batteries		105	0	23	82	152	234	10 Batts. to be completed Dec. 30/18; 13 Batts. to be completed Apr. 30/19.
3-inch Field Gun Ammunition		3,250,332	631,871	909,249	1,709,212	21,552,000	23,261,212	
3.8-inch Howitzer Ammunition		1,620,803	29,546	41,816	1,549,441	10,128,000	11,677,441	
4.7-inch Howitzer Ammunition			28,270	218,790				
4.7-inch Gun Ammunition		683,633	22,838	89,563	576,232	3,780,000	4,356,232	
6-inch Howitzer Ammunition		509,891	22,634	40,551	446,706	3,780,000	4,226,706	
9.5-inch Howitzer Ammunition		158,712			158,712	1,260,000	1,418,712	
Range finders, Infantry and Cavalry.		2,082	475	100	1,507	694	2,201	100 to be delivered by June 30/17.
Glasses, Field, Type EE		50,000	2,871	16,000	31,129	25,000	56,129	250 delivered per week; 750 delivered per week after June 30.
Antiaircraft Batteries		64			64	64	128	
Est. Cost					$321,524,525	$1,414,599,394		
Aggregate Est. Cost							$1,736,123,919	

[1] Recommendation of Machine Gun Board, approved by Secretary of War.

97a [Corrected copy of Statement A—Statement B prepared from Original Statement A]

Arms needed to equip an army of 1,000,000 men, organized into 32 Infantry and 4 Cavalry Divisions, and Army Corps troops sufficient for 12 Army corps

	Required on mobilization	In hands of troops, in storage, and under manufacture and appropriation for March 7, 1917	To be supplied	Additional to be supplied for four months' warfare
	1	2	3	4
Rifles, Cal. 30. complete with bayonet and scabbards	1,500,000	[1] 690,000	810,000	250,000
Pistols, Cal. 45	600,000	165,000	435,000	100,000
Pistols, magazines extra	1,200,000	330,000	870,000	200.000
Machine Guns	[2] 17,283	[3] 6,031	11,252	5,761
Rifle cartridges, Cal. 20	3,270,000,000	[4] 321,000,000	2,949,000,000	2,250,000,000
Pistol cartridges, Cal. 45	95,760,000	[4] 33,000,000	62,760,000	90,000,000
Grenades, Rifle	1,136,000	126,000	1,010,000	1,136,000
Grenades, Hand	1,136,000	126,000	1,010,000	1,136,000
3-inch Field Gun Batteries	432	213	219	652
3.8-inch Howitzer Batteries	201	42	159	306
4.7-inch Gun Batteries	105	24	81	215
6-inch Howitzer Batteries	105	24	81	215
9.5-inch Howitzer Batteries	105	23	82	152
3-inch Field Gun Ammunition	4,037,688	[5] 1,541,120	[6] 2,496,568	21,552,000
3.8-inch Howitzer Ammunition	1,696,320	[5] 318,422	[6] 1,377,898	10,128,000
4.7-inch Gun Ammunition	711,984	[5] 112,401	[6] 599,583	3,780,000
6-inch Howitzer Ammunition	531,216	[5] 63,185	[6] 468.031	3,780,000
9.5-inch Howitzer Ammunition	158,712	[5] None	[6] 158,712	1,260,000
Range finders, Infantry and Cavalry	2,082	575	1,507	694
Glasses, Field, Type EE	50,000	850	49,150	25,000
Anti-Aircraft Batteries	64		64	64

[1] Does not include 33,000 rifles in Philippine Islands.
[2] Recommendation of machine-gun board, approved by secretary of war.
[3] Includes 356 Lewis Guns, 665 Benet, 288 Maxims, old model, and 4,725 new model Maxims contracted and appropriated for.
[4] Does not include ammunition in Philippine Islands.
[5] $6,310,000.00 have not been allotted and converted into ammunition.
[6] From the total cost, $6,310,000 should be deducted. Ten percent should be added to cost of all batteries for additional spare parts, etc.

98 Secretary Baker here informed the Commission that there was now money in the Treasury wherewith to buy 1,200 machine guns of light type, and that enough more money would be forthcoming in the pending appropriations to buy 6,000 more, adding that on the theory that the necessary appropriations would be had, the situation as to machine guns was pretty well along.

Secretary Baker inquired if it was the intention of the Commission in making its said report that it be used before Congressional committees. Chairman Willard responded that the Commission unanimously recommended that this be done, and that it would give Secretary Baker every support to this end. Secretary Baker referred to his own forthcoming estimates as being substantially the same as the Commission's, and that he would be glad to use "the fact" of said report before the Congressional committees. Chairman Baker here alluded to the confidential nature of part of the Treat report, as well as part of the Kernan report, and the Machine Gun Board report.

Chairman Willard read and submitted to the Council the following statement:

The Advisory Commission feels that it would be delinquent in its duty to the Council of National Defense if it did not at this time bring to the attention of the Council certain matters which we deem of great importance, together with such definite recommendations in connection therewith as represent the views of the Commission.

In a message addressed by the President of the United States a few days since to the railway executives and to the chiefs of the four brotherhoods, which message was made public through the Press, the following words were used:

"I deem it my duty and right to appeal to you at this time of national peril to open again the question at issue between the railroads and the operatives with a view to accommodation of settlement. * * *

"It is now the duty of every patriotic man to bring matters of this sort to immediate accommodation. The safety of the country against manifest perils affecting its own peace and the peace of the whole world makes accommodation absolutely imperative, and seems to me to render any other choice of action inconceivable."

99 The language above quoted serves to emphasize the feeling which seems to be general in the public mind, that a grave and even immediate crisis is confronting this nation. We find confirmation of this concern on the part of the public, not only in the columns of the daily press but also in the great number of inquiries, written and otherwise, received by the several members of this Commission, asking what is being done to protect the Nation against possible and suggested contingencies.

We have discussed this matter as a Commission and have given it our serious consideration, and we desire to submit most respectfully the following recommendations:

(a) That there should be organized, trained, and fully equipped, as soon as possible, an army of at least 1,000,000 men.

(b) That the Navy should, as soon as possible, be brought up to its full authorized war strength and provided with sufficient reserve supplies of all character.

(c) That as soon as possible, and certainly before any pronouncement which might be construed as indicating the existence of a state of war, steps be taken to properly guard and protect all important bridges, tunnels, ferries, arsenals, and activities of any kind vital to the security or welfare of the Nation.

(d) That some definite and comprehensive policy be adopted which will enable this Commission or some other body to cooperate with the people of the several states toward the coordination of the activities which they are starting independent of the Federal Government for the purpose of local preparation and defense. The activities which we have in mind are well illustrated by the organization of the Committee of Public Safety in the State of Massachusetts. Similar movements are being considered and in fact are under way in Pennsylvania, Maryland, and Connecticut, of which we have definite knowledge, and consideration is being given to the same matter in numerous other States, and we are of opinion that unless these efforts can be coordinated and directed by the Federal Authorities it may develop that the work which the States are undertaking may not, and probably will not, coordinate with the program of the Federal Government when finally adopted, and may, and very likely will, fail to produce the immediate results that are hoped for by those who are giving their time and money in support of such movements.

The people of the country, as we see it, are very deeply concerned over the possibilities that might develop following the declaration of a state of war in the United States. They are looking to and waiting for the Council of National Defense to direct their efforts and to take such other steps as may be necessary to provide for the security of the Nation.

100 We feel very deeply impressed by the responsibility which rests upon us in this grave situation, and we feel that you are entitled not only to know our general views but to have as well our definite recommendations. We appreciate that we may be misinformed, or more probably uninformed, concerning the real state of the Nation with reference to the matter of preparedness, and the fears which we entertain and the recommendations which we have made may not in fact be justified, and nothing would give us greater personal satisfaction and relief than to have such assurance from you. We feel also that the public, which is very deeply concerned in this matter and which so far has been willing to leave the question entirely in our hands, should also receive some assurance either that sufficient and definite steps to protect them against possible contingencies have actually been taken or are about to be immediately inaugurated.

We bring this matter before you with the full realization that under the law this Commission is certainly not definitely charged with responsibility in

these matters. We do not seek to initiate or direct policies which may have been decided upon and worked out by those who by official appointment are a part of the Administration. We wish rather to lay before you for your information and consideration our innermost thoughts and fears concerning the serious situation which we believe confronts the country, because we would feel condemned by our own conscience and sense of responsibility if we failed to do so.

Chairman Willard followed his reading of the foregoing by stating that the members of the Commission were, individually, all for universal military service, but that the Commission as a whole had not recommended its adoption because of the position in which one of its members was personally placed (referring to Mr. Gompers).

Chairman Willard stated further that the Commission, standing a bit outside of the Government circle, was perhaps better informed as to the state of mind of the country than was the Council, but that, on the other hand, he realized the Commission was not so well informed on Government matters as was the Council. He added that particularly did the Commission feel concerned about certain relations between the Government and the States, introducing a document dealing with the organization of the Committee of Public Safety in Massachusetts.

101 Chairman Willard expressed the fear that such state movements for the public safety, moving in divergent ways, would cause confusion throughout the country.

Secretary Lane suggested that the President be advised of the recommendations of the Advisory Commission, Secretary Baker stating that he thought that this would be desirable.

Secretary Baker stated what he understood to be the President's views on universal military service and on a plan of action in the present emergency.

Secretary Wilson, referring to Chairman Willard's remarks concerning universal military service, spoke of the past antagonism of the organized labor element to this movement, and went on to say that labor is now beginning to realize that the only way to get away from militarism is to adopt universal service. He stated that Mr. Gompers, himself, was for it, but that his organization was not; adding that he (Mr. Gompers) believes that if he should now announce himself as for universal service it might defeat its adoption by his organization.

Commissioner Rosenwald stated:

With all due deference to Mr. Gompers' position, it seems to me that we are stultifying ourselves by not expressing ourselves on this question, with it the main thing desired by the people. The people have a right to know our views.

Secretary Baker asked if the Commission had not already acted on this question. Commissioner Coffin rejoined that at Mr. Gompers' request the Commission had not so acted.

Secretary Lane inquired if it would not be wise to adopt a system that could apply widely to all classes of people, adding that he considered it a mistake to adopt the volunteer plan. Secretary

102 Houston said that if we were looking to disarmament after the war, he should not hesitate to subscribe to any policy that would bring this about, and that in his opinion universal military service would help to do so. He continued that he hoped that the Secretary of War would suggest to the President that universal military service is the best measure to bring about a general disarmament. Secretary Baker responded that he regretted the necessity for universal service, as he believed that in a democracy there should be as few compulsions as possible, but that he would be "sorry to miss making such a suggestion to the President."

Commissioner Rosenwald stated:

I'm afraid that we will be condemned if we do not recommend universal military service to Congress. I believe further that it is even more necessary for peace than it is for war.

Secretary Wilson stated that he did not consider it either necessary or advisable for either Council or Commission to commit itself on this question, adding that the sole purpose of a statement of fact is to obtain a result, and that by a statement published inopportunely this end will not be achieved.

Secretary Wilson further stated that in his opinion it is not necessary nor desirable to adopt at present a continuing plan for universal military service. He advocated the adoption of a plan to meet the present emergency which would be consistent, however, with a continuing policy of universal military service, should this later be found desirable.

Secretary Baker said that he understood that he was commissioned to tell the President of the position of the Commission and of the discussion.

Secretary Daniels referred to his talk of the previous day with a Senator prominent in advocating preparedness, but that this Senator believed that the question of universal military service

103 should be deferred so as not to anticipate the policy of the President. Secretary Daniels stated that he did not believe in universal military service, and did believe in the volunteer plan.

Commissioner Coffin stated that if we are raising an army of a million men, we are raising it to fight, and that we should consider that such an army may be swept away and that we should bear in mind the conditions actually existing in time of war. He rehearsed the experience of England in losing its initial army, and pointed out that the flower of the nation in England had been lost because under a volunteer system the best men were willing to come forward.

Secretary Daniels said he would much prefer an army of men from twenty-five years of age to thirty, than one made up of men from nineteen to twenty-one, adding that in his opinion the first call should be for volunteers.

Secretary Houston said he was opposed to a call for volunteers, as a moral injustice.

Secretary Baker stated that in his judgment the chief defect of the volunteer system was that it had to rely on the arousing of hate in the people. He said that he might suggest to the President that the first arrangement should be to call for men in such fashion that it should be only the first unit of a system of universal military service.

Secretary Daniels gave as his opinion that the general situation will be complicated by putting universal military service in the foreground.

Secretary Lane suggested that it would be a much wiser thing to ask for four million men than for one million men, and that thereby everybody would know that we were in earnest.

An omnibus resolution was passed accepting all reports made to the Council by the Commission at this meeting.

104 Secretary Houston read a letter of March 24, 1917, from Mr. A. W. Shaw, of Chicago, relative to a study of economic distribution of food and other supplies. The following resolution was passed, subject to the approval of the Advisory Commission:

Whereas, experience in the European countries now at war has shown that proper national defense demands that domestic commerce be carried on by a minimum number of workers and the least possible capital: Be it

Resolved, That the Council of National Defense herewith establish a subordinate body of five members to be known as a "Commercial Economy Board", the duties of said Board being to investigate and advise in regard to the economic distribution of commodities, so as to conserve both capital and personnel for the national defense; be it further

Resolved, That the Director of the Council submit to the Council a list of persons specially qualified to serve on said Board.

Secretary Baker referred to a diagram submitted to him by Mr. W. Jett Lauck, of Washington, D. C., having to do with the mobilization of labor in the event of war, and asked consent to refer the matter to Commissioner Gompers. It was moved and carried that Secretary Baker be authorized to do this.

The meeting thereupon (12:35 P. M.) adjourned.

Attest:

GROSVENOR CLARKSON, *Secretary*.

105 Report of Commissioner Coffin on Formation of Munitions Standards Board and Problems of Manufacturer in Aeronautics

The report of the Advisory Commission's Committee on Munitions is one of progress. The Munitions Standards Board, created by the Council of National Defense, following recommendation of the Advisory Commission, held its meeting Wednesday, March 21st. In attendance at this meeting were the following gentlemen: Mr. J. E. Otterson; Mr. Samuel Vauclain; Mr. W. H. Van Dervoort; Mr. Francis Pratt; Mr. Frank Scott; Admiral Earle, of the Navy Department; and Colonel Babbitt, of the War Department. The only member of the Board unable to attend was Mr. E. A. Deeds, of Dayton, Ohio, because of serious illness in his family, which has since resulted in the death of his youngest child.

After a short meeting, presided over by the Secretary of War, the Board organized itself by electing Mr. Frank Scott, of Cleveland, Chairman, and authorizing the Chairman to provide a Secretary of the Board, which he has since done in the person of Mr. Bolton, of Cleveland.

The Board then proceeded with the general discussion of its proposed work, the officers of the War and Navy Departments taking part freely.

By formal action, the Board resolved itself into six subcommittees, and, by appointment of the Chair, the members were assigned to the Chairmanship of subcommittees as shown in the following list:

J. E. Otterson: Small Arms, including Machine Guns and Small-Arms Ammunition.

Samuel Vauclain: Army Artillery and Ammunition therefor.

W. H. Van Dervoort: Naval Artillery and Ammunition therefor.

Francis Pratt: Gauges, Specifications, Jigs, and Fixtures.

E. A. Deeds: Time Fuses and Detonators.

Frank Scott: Scientific Instruments, including Optical and Range-Finding Apparatus.

Each of these gentlemen, as Chairman of a subcommittee dealing with his particular subject, is calling to his aid that particular group of quantity manufacturers or experts of the country best fitted to advise with him, and through him with the Military Departments.

As an indication of the method of procedure of all these subcommittees, we will take that of Small Arms and Ammunition.

Mr. Otterson, having completed his subcommittee, the Military Departments will supply to him immediately those drawings, specifications, and kinds of information normally supplied to the producers of such goods bidding

106 upon Government contracts. The subcommittee will analyze this information from the standpoint of the quantity producer, and will report the findings through the Chairman of the Munitions Board, whence it will be taken up for discussion with the responsible heads of the Military Departments. It is believed that through such a course of procedure we may achieve a great increase of cooperation between the Departments and the industries involved in the quantity production of war supplies, and may obviate long periods of delay which could not but prove extremely costly in time of emergency, both in money and men.

A word should be said to post the Advisory Commission, and through it the Council, upon recent developments in the aeronautical industry. It will be remembered that the patent situation in this industry has already been the subject of some discussion before the Council. Upon a conservative basis of the lessons of the European war, it is now estimated that one aeroplane is required in active service for each 1,000 men in the field. If we assume, therefore, for land operations a force of one million men, it becomes evident that 1,000 machines will, in any active campaign, be kept in active service. Two additional machines must be held in reserve for each machine in active service, and this is the ratio which is, as far as possible, being maintained in accordance with advices of the observers reporting to the Signal Corps.

In bringing each aviator to a point of expert excellence in aviation work requires one machine. As a matter of fact, the European armies have estimated 1½ machines. This means for a force of one million men 4,500 to 5,000 machines must be provided, and when we consider that the active life of a machine in war service is but four months, some conception of the problem confronting the American aeronautical industry may be had.

In these estimates are not included the very large numbers of machines necessary for the guarding of cities, for the uses of the Coast Defense, and for observation purposes in the Navy.

During the eight years previous to 1916 the United States Government had purchased fifty-nine aeroplanes. As a consequence, there had been no development in the art. On August 29, 1916, nearly twenty millions of dollars were voted for aeroplanes and aeronautical development, and since that time provision has been made in the Army bill, which will undoubtedly be passed during the next few days, bringing the total up to something over thirty millions. Many hundreds of machines have been on order for the past few months, but only somewhere in the neighborhood of 150 machines have been delivered, and even among this small number of machines are represented many different makes and styles. The art is so young that there is as yet practically no duplicate manufacture, and there cannot be until a continuing and consistent program of production is determined upon by the Government Departments. There is but one quantity manufacturer of aeroplanes in this country.

An optimistic estimate at the present moment seems to indicate the possibility of the delivery of about 175 during the balance of this fiscal year. This entire number cannot be counted upon for active service, as some of them will unquestionably be used for replacement and the bulk of them for training purposes only. There is an estimated possible production of 2,000 machines during the next fiscal year and of 4,000 machines during 1919, provided a definite schedule of production covering this three-year period can be laid down and presented to aeroplane manufacturers within the very near future and con-

107 tinuing appropriations made to secure this result. There is a shortage of material for this work, notably in spruce and linen, and beyond these items the controlling factor is and will undoubtedly continue to be the production of aeroplane engines.

STANDARDIZATION

One of the most vital needs of the aeroplane industry and one of the greatest hindrances to the quantity and low-priced production of aeroplanes is to be found in the utter lack of standardization of material, in detail design, and in method encountered in all the factories engaged in this business. Economical quantity production cannot possibly be effected until the closest possible cooperation has been established among the manufacturers and the engineers responsible for the development of this new art. A standardization of the requirements of the various Departments of the Government must also be effected. An analysis must be made of the manufacturing equipments engaged in the business and the different models and designs of machines must be as-

signed to those makers best fitted to produce the different types. In short, the manufacturing concerns must be concentrated upon one or two types of machines each, and not permitted to attempt within each plant the construction of six or eight different designs for which requests have been made by the Governmental Departments. We must ensure that the energies of each manufacturing concern are concentrated upon the type which it can best handle.

PATENT SITUATION

On March 22nd there occurred in this city a meeting of all the manufacturers of aeroplanes and the members of the National Advisory Committee for Aeronautics. The difficulties in the way of a rapid development of the aeroplane business were discussed in detail, and two definite actions were taken, which should go far toward clarifying the situation. Through the first of these actions, there was created a Committee representing the American Aircraft Manufacturers' Association, for active cooperation with the National Advisory Committee in the investigation and elimination of the difficulties preventing progress in quantity production. The second important step had to do with the patent situation. A tentative agreement was reached whereby all manufacturers agreed to execute a cross-licensing patent agreement, as of date of March 2d. The agreement further provides that each manufacturing member of the Association shall pay into the Treasury of the Association a certain stipulated sum for each plane made and sold. A quarterly accounting period is provided. Of the sum thus created, a certain percentage per plane is paid to the Wright-Martin Company over the period of six years for which the Wright patents run. Another definite but smaller percentage is to be paid to the Curtis-Burgess interests during the fifteen-year period of the life of the Curtis patents, or until such time as the payment to the Curtis Company has equalled the total sum paid to the Wright Company during the six-year period above mentioned. The sum remaining in the treasury of the Association shall be used in such part as may be necessary for the conduct of the affairs of the Association, and the surplus accruing may be utilized for the purchase of patents which may be developed outside the membership of the Association, or may at the end of any fiscal year be repaid to the members of the Association, in proportion to the total amounts paid into the Association by each manufacturing member. In looking over the purchasing records of the War and
108 Navy Departments during the eight-year period prior to 1916, four names are found responsible for the development of the art during this time when Governmental support was almost entirely lacking. These names are Wright, Curtis, Burgess, and Martin. Peculiarly, Wright has joined Martin, and Burgess has joined Curtis, thus setting up two groups of patents representing the early development of the art and combining in these two camps the men to whom we owe most for aeronautical development in this country. In the recognition which it is proposed to accord the patents controlled by these two groups, there is a recognition also of the moral obligation to these four men. Through an arrangement such as outlined above, the total tax upon the industry has been reduced to a figure considered reasonable, and the aeroplane manufacturers of the country have been joined together in a closely knit and cooperative organization, and the danger of patent litigation between manufacturing members has been removed for many years and probably for all time. Moreover, an organization thus firmly knit together insures a definite channel of contact between the industry, the National Advisory Committee for Aeronautics, and the Departments of the Government, which will bring about the greatest possible development within the briefest space of time.

The royalty which has been paid on each plane under one patent has been in the neighborhood of $1,000. The sum which it is now proposed each manufacturer shall pay into the Treasury for a license under all patents held within the Manufacturers' Association, and for the support of the activities of the organization itself, will not exceed one-fifth of this sum. This comparison will convey some conception of the painstaking and effective work which has been carried on under the direction of the National Advisory Committee for Aeronautics.

109 Minutes of Special Joint Meeting of the Council of National Defense and Advisory Commission, March 31, 1917

There was held a special joint meeting of the Council of National Defense and the Advisory Commission at 9:10 o'clock a. m., March 31, 1917, at the office of the Secretary of War. There were present all members of the Council and of the Commission, and the Director and the Secretary of the Council.

Stanley Washburn, war correspondent, addressed the conference, chiefly with regard to conditions in Russia, until 10:08 a. m.

It was moved and carried that the reading of the minutes be dispensed with.

Chairman Willard read the following document:

MARCH 31, 1917.

HON. NEWTON D. BAKER,
Chairman Council of National Defense, Washington, D. C.

DEAR SIR: The Advisory Commission in conference yesterday gave serious consideration to some of the problems which seem likely to arise in case there should be war between this country and Germany, and in that connection we desire to submit to the Council for its consideration the following observations:

Coincident with the recognition of a state of war between this country and Germany, our interests to a large extent will become identical with those of the Allies, and will be best served by their success; and we ought, therefore, to ascertain by early and proper conference wherein the Allies are most vulnerable, in order that we may most effectively strengthen and assist them.

Our inquiries lead us to believe that the unrestricted submarine cam-
110 paign, which was started the 1st of February, has so far resulted in the destruction of approximately 450,000 tons of shipping each month, and we are further advised that approximately an equal amount of new tonnage has been provided, so that the situation at the end of two months remains substantially as it was at the beginning of the campaign.

It is of vital importance that the existing amount of ocean transport should not be further reduced, because if Germany should succeed in isolating England the cause of the Allies would be lost, no matter how effective they might be in other directions; consequently, it is important that we should be prepared to do everything possible to meet the submarine menace, either by strengthening the forces that are actually contending with the submarine or by stimulating the production of tonnage to replace that which may be lost.

The Shipping Board, we are advised, is considering the construction of a large number of wooden vessels of 3,000 tons' capacity and hopes in that way to afford substantial relief to the situation. Without expressing any opinion as to the commercial aspects of this venture, we are in full accord with any plan as a war measure which will increase quickly, as this plan is expected to do, the ocean-carrying tonnage, and which will not restrict or unduly interfere with other necessary and important activities. We believe, however, that every effort possible should also be made to increase the output of the shipyards now engaged in the building of steel vessels, and we think that more can be done in that direction than is now being accomplished. We believe also that it may be possible to make better use of existing tonnage. We refer particularly to such bottoms, among others, as are now engaged in the coastwise trade carrying tonnage that might otherwise be handled by the railroads. We think the ships now in such trade, and which are suitable for trans-Atlantic service, should be assigned to such service as soon as possible, and that the railroads should arrange to handle the additional tonnage which may be thrown to them on that account.

Second only in importance to the ocean transport is the matter of inland transport, and the railroads should be urged to put themselves in condition to handle an enlarged volume of traffic, and they should give consideration, if necessary, to the readjustment of schedules and the possible reduction of train service where such reduction may be practicable.

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We are told unofficially that the present aeroplane equipment of the Allies is insufficient, and that they should make good and effective use at this moment of 5,000 more air machines and 50,000 pilots, and we believe that immediate and vigorous efforts should be made to increase the output in this country of
111 standardized machines suitable for war conditions as they exist in Europe, and that definite steps should also be taken to form and train a sufficient number of men to operate them.

Next in importance in case of war is the matter of increasing our own stock of guns and ammunition, but we should see to it that nothing that we do in that direction is permitted to interfere with the constant flow of similar material to the Allies in Europe, and in order that the necessary requirements of both may be met, we believe the time has arrived when we should give serious consideration to the establishment by this Government of what might be called a Bureau of Production and Distribution, something in fact analogous to the Ministry of Munitions in England. The function of this Bureau should be to take charge in a general way of all purchases for all departments of the Government, and in order that that matter may be so handled as to best coordinate with the efforts of those who may be our Allies, we believe that there should be established as a part of the Bureau, a Priority Committee which should pass upon the relative importance of all work to be done by our manufacturing plants. The Act establishing the Council of National Defense seems to be sufficiently broad to provide for the creation of such a Bureau, and if desired, the Advisory Commission will be glad to undertake the development of a general plan of organization. The Commission is firmly of opinion that such a Department should be established coincident with the declaration of a state of war By such action much time and effort will be saved that otherwise would be wasted and dissipated as was the case in England in the early stages of the war. The Advisory Commission has already made sufficient study of the situation to justify the belief that the program which it suggests can be inaugurated without delay or serious disturbance of the domestic affairs of the Nation.

We believe further that it should be recognized at once that many activities such as ordinarily go on in time of peace will have to be discontinued or very largely curtailed during a state of war. We refer particularly to the manufacturing of what may be termed luxuries, as well as the construction of new buildings, viaducts, and improvements of various kinds which might properly be desired, if not actually needed, in time of peace, but which should certainly give way in a state of war to matters of more vital importance. We believe it will be necessary to adopt such a policy, not only for the better conservation of the raw materials but also in order that the entire supply of labor may be available for work more vital to the welfare of the Nation.

In view of the possible contingencies of the future, it seems important
112 that careful consideration should be given to the design of guns and ammunition which we may conclude to manufacture or purchase in large quantity for our own armies. The fact should not be overlooked that a large number of manufacturers in this country are already equipped with a trained force and with gauges, jigs, and other accessories for quantity production of arms and ammunition such as now being used with effective results by the armies in Europe. Much time will be lost and much money will be spent in making the new gauges, jigs, and tools necessary for the production of our standard guns and ammunition which may vary in some cases by only a few thousandths of an inch from the standards now in use by the Allies. It should be kept in mind that war at the present time is quite as much a matter of transportation and production in the workshops as of strategy upon the battle field, and nothing should be done which will in any way unnecessarily restrict production, but on the contrary everything should be yielded that properly can be to stimulate and increase production.

The efficiency of operation of the Trans-Siberian Railway in Russia may become a determining factor in the war, and we cannot evade, if we would, such responsibility as may rest upon us in that connection.

Respectfully submitted.

(Signed) DANIEL WILLARD,
Chairman Advisory Commission.

It was moved and carried that the Advisory Commission immediately assemble in Washington manufacturers of steel ships with a view to ascertaining the difficulties of production.

It was moved and carried that the Council endorse the U. S. Shipping Board's plan of constructing wooden ships.

It was moved by Secretary Houston, and carried, that the necessary rearrangement of coastwise traffic and the consequent rearrangement of land transportation, as contemplated in Para-
113 graph 5 of Chairman Willard's foregoing statement, be referred to the Advisory Commission.

It was moved and carried that the Council indorse a three-year program of appropriation for the construction of aeroplanes.

Commissioner Gompers introduced a pamphlet setting forth the recent action of the conference of trade unions of the American Federation of Labor.

Secretary Lane offered, and there was passed, the following resolution:

Resolved, That it is the judgment of the Council of National Defense and of the Advisory Commission that authority should be obtained from Congress to enter upon a program for the construction or purchase of all materials, munitions, equipment, and supplies of all kinds needed for the conduct of war, extending over a period of three years, so that plants and facilities may be adjusted to the most rapid completion of such program.

Chairman Baker reported his having carried to the President what was said at the last joint conference of the Council and the Commission with regard to universal military service.

Chairman Willard, in discussing a proposed Bureau of Purchase, introduced a copy of Section 20 of the National Defense Act, approved June 3, 1916, and Secretary Baker read said act to the conference.

Director Gifford read the following plan, recommended by the Advisory Commission to be adopted, for the establishment of a Board of Purchase:

114 *Resolved*, That the Secretary of War, as Chairman of the Council of National Defense and under authority of the Act of August 29, 1916, "For the coordination of industries and resources for the national security and welfare", and under the specific authority in the Act, which provides for the appointment of "subordinate bodies", shall appoint a Purchasing Board, Council of National Defense, to be composed of Army and Navy Department heads or officers appointed by them and representatives appointed by the Advisory Commission, the purpose being to coordinate the buying of the several Departments; assist in the acquirement of raw materials and manufactured facilities; the establishing of precedence of orders, etc., including the ordinary commercial and industrial needs and the military requirements of the nation. Such committee shall have no authority at this time to issue purchase orders, make contracts, or bind the Government in its purchases; all these things to be done, as at present, by the respective departments. The Chairman of the Committee, however, shall have authority to require, when necessary, that certain (conflicting) purchases be not made until the same, with a full statement of the facts, have been submitted to the Secretary of War or Navy.

For the purpose of securing joint representation of the War and Navy Departments and the Advisory Commission of the Council of National Defense, in coordinating the munitions work of these three bodies, the committee shall be presided over by a Chairman, who shall be an appointee of the Chairman of the Council of National Defense.

The Army Departments shall be represented by appointees (officers) of Department Chiefs, as follows: Ordnance, Quartermaster's Department, Engineer Corps, Signal Corps, Medical Corps, General Staff (War College).

The Navy Department shall be represented by appointees of Department Chiefs, as follows: Ordnance, Bureau of Construction and Repair, Medicine and Supplies, Marine Corps, Supplies and Accounts, Steam Engineering, Yards and Docks.

The Advisory Commission of the Council of National Defense shall be represented in the membership of the committee by appointees of Messrs. Baruch, Coffin, Rosenwald, and Martin.

Meetings shall be held daily, and each department, so far as may be required, shall submit its purchasing orders for comparison and for clearing.

The Committee shall use in its work all the information as to the sources of material supply, manufacturing facilities, potential ability of manufacturing plants, experience of manufacturers in munitions production, etc., now on file in the War and Navy Departments and with the Council of National Defense.

The Advisory Commission recommends that the plan be adopted with the understanding that it is a measure which may prove inadequate for the larger needs which may develop if war is declared. It feels, however, that for the sake of coordinating the Army and Navy, that the chairman of the proposed Purchasing Board should be a civilian.

The Commission further recommends strongly the immediate increase in the personnel of such departments of the Army and Navy concerned with purchasing as are now undermanned.

115 Secretary Wilson moved that the foregoing recommendation be adopted. Carried. It was decided to defer the appointment of a Chairman of said Board, but that the organization of its activities was to proceed under supervision of the Advisory Commission.

Secretary Wilson moved that a representative from the Department of Commerce be added to the Board of Purchase. Secretary Houston moved that the matter be laid on the table; his motion was lost, as was the original motion of Secretary Wilson.

It was moved and carried that the Advisory Commission consider a permanent plan of organization for a Bureau of Production and Distribution, as outlined by Paragraph 8 of Chairman Willard's statement hereinabove incorporated, for presentation to the Council.

Secretary Baker inquired if it would be the wish of the meeting that he should take up immediately with the President the question of rendering support to Russia at the present time, referring to Chairman Willard's suggestion of sending trained American railroad men to that country to strengthen the trans-Siberian Railway, and if he should suggest to the President that he (the President) make immediate inquiries if such a course would be agreeable to Russia. A motion was carried that Secretary Baker be instructed to follow such a course.

Secretary Redfield read a letter from the Chief of the Bureau of Foreign and Domestic Commerce with regard to the possibility of obtaining a certain option on a field of nitrates. It was moved and carried: That Secretary Redfield and Commissioner Baruch go to New York, or elsewhere necessary, and make inquiry as to the merits of such a proposition.

Secretary Wilson moved that the Chairman of the Council
116 request of the Speaker of the House of Representatives that tickets be provided for the members of the Advisory Commission to attend as a body the President's pending address before the Congress. Carried.

Commissioner Gompers referred to alleged criminals being brought into Washington by the local street car company in connection with the local street railway strike, a matter which he urged upon the careful consideration of the Council.

Chairman Baker expressed his appreciation of the services of the delegation composed of members of the Council and the Advisory Commission which was instrumental in settling the recent threatened national railroad strike, referring to their accomplishment as an instance of fine serviceability to the nation.

Thereupon (1:15 P. M.) the meeting adjourned.

Attest:

GROSVENOR CLARKSON, *Secretary.*

117 Minutes of Special Joint Meeting of the Council of National Defense and Advisory Commission, April 3, 1917

There was held a special joint meeting of the Council of National Defense and the Advisory Commission at 9:10 A. M., Tuesday, April 3, 1917, at the office of the Secretary of War. There were present all of the Council and all of the members of the Advisory Commission, with the exception of Chairman Willard. The Director and Secretary were in attendance.

It was moved and carried that the reading of the minutes be dispensed with.

Commissioner Baruch read the following resolution adopted by the Advisory Commission at a special meeting on April 2:

Whereas there have come to the Advisory Commission of the Council of National Defense many urgent requests and recommendations from responsible newspaper and magazine editors and publishers, including Roy W. Howard, President United Press Associations; Courtland Smith, President American Press Association; Arthur Page, Editor World's Work; Mark Sullivan, Editor of Collier's Weekly; Edgar J. Criswell, Executive Manager National Periodical Association; Frederick Palmer, the war correspondent; William Hard, the special writer; Pomeroy Burton, Business Manager for the chain of English newspapers owned by Lord Northcliffe, that in the event of war it will be vitally necessary that there shall be set in motion a unified, workable, wise, and, insofar as possible, democratic Federal censorship of the Press; and

Whereas the Advisory Commission, with full realization of the highly important nature of this matter, touching so intimately both the government and people of the United States, and seeking to crystallize thought and action therein;

Resolved, That the Advisory Commission recommend, and it does hereby recommend, to the Council of National Defense that the Council forthwith appoint a committee which shall meet at Washington at the earliest possible moment and there confer to the end of submitting to the Council a plan for the establishment and maintenance of a Federal Censorship of the Press; and it further

Resolves, That the Advisory Commission recommend and it does hereby
118 recommend, to the Council of National Defense that the personnel of said committee shall be composed of Melville E. Stone, General Manager, Associated Press; Roy W. Howard, President United Press Associations; Fred J. Wilson, General Manager, International News Service; Mark Sullivan, Editor Collier's Weekly; Albert Shaw, Editor The American Monthly Review of Reviews; James Keeley, of the Chicago Herald; and Clark Howell, of the Atlanta Constitution; and it further

Resolved, That the Advisory Commission recommend, and it does hereby recommend, that said proposed committee confer with the proper representatives of the State, War, and Navy Departments in developing its plan.

Secretary Baker referred to a committee of newspaper men now sitting with the Secretary of the Navy to consider the matter of censorship, and it was agreed that the action on the resolution introduced by Commissioner Baruch be deferred until a later date.

Commissioner Gompers suggested that a representative of the Labor publications have a voice in any conference on the matter of censorship. Secretaries Wilson and Baker concurred.

Commissioner Baruch read the following resolution adopted by the Advisory Commission at a special meeting on April 2:

Resolved, That the Advisory Commission request the Chairman of the Council to arrange for a submission of legislation proposed by the War and Navy Department prior to, or coincident with, its presentation to the committees on military and naval affairs.

Secretary Baker stated that there could be no possible objection to the Advisory Commission having copies of proposed legislation before presentation to Congress.

Commissioner Baruch read the following report of the committee on raw materials of the Advisory Commission:

119 MARCH 31, 1917.

HON. DANIEL WILLARD,
Chairman Advisory Commission,
Council of National Defense.

DEAR MR. WILLARD: The following additional committees have been appointed:

On Oil.—A. C. Bedford, Chairman; E. L. Doheny; E. C. Lufkin; George S. Davison; J. W. Van Dyke.

On Steel and Steel Products.—Elbert H. Gary, Chairman; James A. Farrell; Charles M. Schwab; Alva C. Dinkey; James A. Burden; E. A. S. Clarke; John A. Topping; Willis L. King.

I am now in the process of forming committes on Sulphuric Acids, Alloys, Tin, Brass, Acids, Tar Products, and Ammonia.

One of the things that is causing your committee much concern is the question of products of the soil. How can we ask the people in the oil, steel, copper, zinc, and such fields to aid the government and not ask producers of cotton, wheat, corn, and such things to meet the situation in the same way?

The question of price has become a very serious matter and unless judiciously handled may result in losing that which is most potent to all success—enthusiasm. When you consider the unusual conditions in all markets for raw materials, it seems to me almost impossible to arrive at a fixed just price.

In view of the conditions of water and rail transportation, the supply of raw materials is more limited than, I think, is generally understood.

The appointment of committees such as you recommended to the Council at its last meeting was undertaken none too soon.

Very truly yours,

(signed) BERNARD M. BARUCH.

120 It was moved and carried that the foregoing report be filed as a part of the report of the Advisory Commission.

Secretary Houston moved that the matter of establishing state service commissions be referred to the Advisory Commission for investigation and presentation of a definite plan to the Council. Carried.

The Director read the following resolution:

Whereas there are a large number of professional, technical, and executive men who are now rendering valuable service in the employ of the Government, and in the event of war should continue to render such service: Be it

Resolved, That the Interdepartmental Advisory Committee recommend that a rule of uniformity be established by the heads of all Government Departments with respect to the men in the employ of the Government who may wish to volunteer for military duty, the desirable object being that enlistments be not indiscriminately made to the serious detriment of the Civil Service.

Secretary Lane moved that the foregoing resolution be referred to the Secretary of War. Carried.

The Director read the following resolution:

Resolved, That the Council of National Defense be advised as to the importance of sufficiently guarding, in advance of a declaration of war or a state of war, all important government offices, and that the Interdepartmental Advisory Committee recommends that an organized guard under military direction be supplied to this end.

Secretary Daniels moved that the foregoing resolution be referred to the Secretary of War. Carried.

The Director introduced a report regarding the authority of the President and Congress in connection with the manufacture, sale, and possession of explosives, said report being transmitted to him by Director Manning, of the United States Bureau of Mines.

Secretary Daniels moved that the foregoing report be referred to the Secretary of War. Carried.

The Director recommended to the Council the names of
121 A. W. Shaw, President of the A. W. Shaw Company, of Chicago; Edwin F. Gay, Professor of Economics at Harvard University and Dean of the Harvard Graduate School of Business Administration; and Wallace D. Simmons, President of the Simmons Hardware Company, of St. Louis, as members of the Commercial Economy Board. It was moved and carried that said names be accepted.

The Director referred to the Commission's recent indorsement of the principle of daylight saving. It was moved by Secretary Daniels that discussion therein be postponed. Carried.

It was moved and carried that the Advisory Commission prepare for presentation to the Council a plan for industrial and technical cooperation between the Government of the United States and foreign governments.

Commissioner Martin asked the authorization of the Council to enlarge the personnel of his Committee. It was moved and carried that the Council authorize the Secretary of War and Commissioner Martin jointly to enlarge said Committee, and that the handling of any news matter in connection therewith should be in the hands of Commissioner Martin.

It was moved and carried that Mr. Gompers' committee of the Advisory Commission report to the Advisory Commission upon the desirability of announcement by the Federal Government for the purpose of preventing hasty action by states, leading to lessening the protection of industrial workers, so that the Advisory Commission could, in turn, report to the Council therein at the earliest possible moment.

The director read communications from a committee of the American Institute of Accountants and from the Federal Trade Commission with regard to the fixing of prices. It was directed that copies thereof be transmitted to all members of the Council.

122 Commissioner Baruch reported the investigation of Secretary Redfield and himself in respect of the purchase of the Folsch Martin Nitrate Property. Commissioner Baruch stated that the Secretary and himself advised against said purchase. It was moved and carried that said report be accepted.

Thereupon, at 11:00 a. m., the meeting adjourned.

Attest:

GROSVENOR CLARKSON, *Secretary.*

123 Minutes of Special Meeting of the Council of National Defense, April 5, 1917

There was held a special meeting of the Council of National Defense at 2:25 P. M., April 5, 1917, at the office of the Secretary of War. There were present all members of the Council except the Secretary of Labor. The Director and the Secretary were in attendance.

It was moved and carried that hereafter at meetings of the Council and at joint meetings of the Council and the Advisory Commission, no member of the Council or Commission shall extend his remarks to more than three minutes in length, except in the presentation of formal reports, and that hereafter, and beginning April 6, 1917, the meetings of the Council and joint meetings of the Council and the Advisory Commission shall begin at 11:45 A. M., and shall adjourn at 1:00 P. M.

The Director read a statement of matters referred to the Advisory Commission by the Council and not yet reported upon by the Advisory Commission.

It was directed that the Director prepare a statement for presentation by the Council to the Commission covering the plan for organizing the work of the Council and the Commission, which plan was outlined orally by the Director and approved. It was the sense of the meeting that the Director proceed to secure such office space and clerical assistance as necessary to carry on the work of the office efficiently.

It was moved and carried that the Director hereafter shall, with the aid of a stenographer, take the minutes of the meetings of the Council and of the joint meetings of the Council and Advisory Commission, and that the Director shall attest the said minutes.

124 It was moved and carried that the offer of the Associated Advertising Clubs of the World under date of April 5, 1917, to the Director, be referred to the Advisory Commission. In connection with the Associated Advertising Clubs of the World, Secretary Houston asked that there be made note of a request recently received by him from a Southern advertising man that the South be represented on what he (the southern advertising man) understood to be a general advertising advisory board to act for the Council of National Defense.

It was directed that the Director prepare a cablegram to Mr. Herbert C. Hoover, to be sent to Mr. Hoover by the Chairman of the Council, regarding the possible participation of Mr. Hoover in the working out of the Council of the food problems which might arise.

Secretary Redfield read from a memorandum submitted to him regarding the advisability of making seizure of German merchant vessels interned in the ports of the United States. The Director in this connection stated that it had been brought to his attention that in the port of New York, at least, the warehouses controlled by the German steamship companies were the only warehouses in the port now empty and available for use.

Thereupon, at 4:00 o'clock P. M., the meeting adjourned.

Attest: (Signed) W. S. Gifford, *Director.*
Grosvenor Clarkson, *Secretary.*

125 Minutes of Special Meeting of the Council of National Defense, April 6, 1917

There was held a special meeting of the Council of National Defense on April 6, 1917, at which all the members of the Council were present.

The following resolution was adopted:

Resolved, That the Council of National Defense express to the President its desire that if he thinks best, he extend to the governments of Great Britain, France, Russia, and Italy an invitation to send to this country such individuals as may be familiar with the various needs of their respective governments and with the history of the methods taken by these governments to meet their war needs.

Thereupon the meeting adjourned.

Attest:

D. L. Houston.

126 Minutes of Meeting of the Council of National Defense, April 7, 1917

There was held a special meeting of the Council of National Defense Saturday, April 7, 1917, at 2:15 P. M., at the office of the Secretary of War. There were present all members of the Council and the Director.

Chairman Denman, of the Federal Shipping Board, appeared before the Council at its request, in regard to the reported difficulty of chartering ships by the French and English. There were discussion as to the possibility of withdrawing our coastwise shipping and using it in transatlantic trade. Attention was called to the fact that there are some 66,000 tons of Austrian ships in our ports at present, which might be chartered for our coastwise trade, releasing that amount of our coastwise tonnage. Suggestion was made that a conference of all allied governments with our government on the ship situation would be desirable. Chairman Denman raised the question as to whether the Navy Department could not dispense with some of its tonnage now being constructed, which may not be of use in this war.

The following statement was unanimously approved:

The demands on the time of the members of the Council of National Defense and of the Advisory Commission are steadily increasing. It is clear that the members of both these bodies must have their time free mainly for the consideration of larger matters of policy. The Council believes that the best results will be secured, except in special instances, by having the members of the Advisory Commission act primarily in an advisory capacity not only to the Council but also to the subordinate bodies created by the Council directly or authorized to be created by the chairmen of the different divisions of the Commission.

127 Whether a particular activity is directed in special instances by a member of the advisory Commission directly or by someone selected for a particular task by the Commission or by the Council, it is essential for proper administration, and especially for the proper coordination of activities, that each executive agent or agency work immediately in touch with and under the administrative supervision of the Director of the Council.

It is understood both by the Council and the Commission that this policy is designed in no way to hamper the effective work of the Commission, but, on the contrary, to enable the Commissioners to devote their efforts and energies, as far as possible, to the formulation of plans and the giving of advice and counsel.

The action taken by the Advisory Commission in appointing committees to represent trades and industries, as well as of civilians, to advise with them in regard to their work is approved.

Thereupon, at 3:00 P. M., the meeting adjourned.

Attest:

W. S. GIFFORD, *Director.*

128 Minutes of Regular Joint Meeting of the Council of National Defense and the Advisory Commission, April 7, 1917

There was held the regular joint meeting of the Council of National Defense and the Advisory Commission at 3:10 o'clock P. M., Saturday, April 7, 1917, at the office of the Secretary of War. There were present all members of the Council and all members of the Advisory Commission except Chairman Willard and Commissioners Baruch and Rosenwald. The Director was in attendance.

It was moved and carried that the minutes of the preceding meeting be approved, their reading being dispensed with.

Commissioner Coffin read and submitted the following report, signed by himself and Commissioner Gompers:

To the Council of National Defense:

No more important consideration confronts the Council at the moment, as you very well know, than the question of the exclusion of the skilled workers from enlistment. This applies not only to those at present engaged in munition manufacture, but those in allied trades and arts accessory to munitions production, or which are capable of conversion to munitions purposes. It also applies with equal force to certain lines of specialized manufacture essential to the support of the civilian population, the maintenance of transportation and communications, etc. It applies, in short, to practically all lines of work where skilled labor of the kind which must be built up through years of training is employed. A repetition of the mistakes in this connection made in England, at the beginning of this war, will be criminal.

It will be remembered that the question of industrial reserve was some time ago referred to the undersigned for suggestions. It seems to us that we must make adequate provision for the exclusion from enlistment or rejection from the enlisted forces of all skilled workers in lines of work essential to the support of the civilian population or for the national security and welfare.

129 It is assumed at the moment that this is the most practical course to be followed. If this be true, we must erect immediately a mechanism for dealing with a situation which is rapidly becoming serious. There is already in existence in this country an engineering organization of some thirty thousand men, officered by directorates of five men in each state and territory and subject for service under the direction of the Naval Consulting Board.

It is suggested that this organization, consisting of highly specialized men who are themselves responsible for the creation of the industries of the country and who have the most specialized knowledge of the qualifications and abilities of workmen, and who have already rendered effective government service in the taking of the industrial inventory under the direction of the Naval Consulting Board, be called again into national service.

It is proposed that the directors in each state and territory be authorized to organize boards of review for dealing with all cases of enlistment where protest is filed by an employer who finds his manufacturing organization being broken up through enlistment of skilled mechanics.

If this undertaking meets with the approval of the Council, the following resolution is suggested:

Whereas through joint patriotic action of the American Society of Mechanical Engineers, the American Society of Civil Engineers, the American Institute of Electrical Engineers, the American Institute of Mining Engineers, and the American Chemical Society, there has been built up under the direction of the Naval Consulting Board an expert body for national service, consisting of thirty thousand of the most highly trained technical men of the country; and

Whereas this body so organized under the direction of the Committee on Industrial Preparedness of the Naval Consulting Board has already rendered a great service to the Government of the United States through the taking of an industrial inventory of the manufacturing and producing resources of the United States: Therefore be it

Resolved, That this technical body, organized under its state boards of directors, formulate plans immediately through which there may be placed in active service at all points of enlistment and chosen from the engineering membership of the body boards of review which shall act in an advisory capacity in connection with all claims filed by manufacturers against enlistment in the armed forces of the United States of men highly skilled in the manufacturing arts or in other sense essential to the support of the civilian population and for the production of supplies for the maintenance of the military forces; and

130 be it further

Resolved, That the detail of this work be placed under the direction of the Naval Consulting Board as a duly authorized governmental body, whose tender of service has already been accepted by the Council of National Defense.

Respectfully submitted.

(Signed) H. E. COFFIN.
SAMUEL GOMPERS.

President McIlhenny, of the Civil Service Commission, explained that he did not think the Civil Service Commission fitted to pass on exemption from military service due to need in industrial pursuits.

Commissioner Martin thereupon read and submitted the following resolution:

Resolved, That the Advisory Commission recommend to the Council of National Defense that some statement be given out by the Chairman of the Council as to the exclusion from voluntary service of the skilled workers needed in industrial activities.

Secretary Baker stated that it would seem advisable to defer action on the aforesaid resolution, pending legislation now before Congress dealing with that specific subject matter.

Whereupon Secretary Lane moved that the said resolution be referred to the Secretary of War with request that when such legislation has passed Congress, if it permits of the action contemplated, the Secretary of War shall then bring the recommendation to the attention of the Council. Carried.

Commissioner Martin read and submitted the following resolution:

Resolved, That the Advisory Commission of the Council of National Defense recommends to the Council of National Defense that it use all existing governmental agencies to prevent further rise in the prices of all commodities usually grouped under the general heading of raw materials, especially foodstuffs and other articles essential to the support of the civilian population.

131 Secretary Lane moved that Herbert C. Hoover be requested to take the Chairmanship of a committee on food supply and prices, which shall report to the Council such experience as European governments have had, and advise as to proper methods of preventing recurrence, so far as practicable, of the evils arising out of speculative prices, and to stimulate increased production of all food supplies. Carried.

It was directed that such a statement be given to the press.

Commissioner Martin read and submitted the following resolution:

Resolved, That the Advisory Commission recommend to the Council of National Defense that the complete reports of the committee appointed by the British Minister of Munitions to investigate conditions affecting the health and welfare of workers, be edited so that the salient features thereof may be made applicable to the conditions obtaining in the United States, and printed in condensed form by the Department of Labor.

It was moved and carried that the aforesaid resolution be approved.

Commissioner Gompers read and submitted the following report:

RECOMMENDATIONS ADOPTED AT MEETING OF EXECUTIVE COMMITTEE—COMMITTEE ON LABOR, CONSERVATION OF HEALTH, AND WELFARE OF WORKERS, SAMUEL GOMPERS, CHAIRMAN

The defense and safety of the nation must be the first consideration of all patriotic citizens. To avoid confusion and to facilitate the preparation for national defense and give a stable basis upon which the representatives of the Government may operate during the war, we recommend:

1. That the Council of National Defense should issue a statement to employers and employees in our industrial plants and transportation systems advising that neither employers nor employees shall endeavor to take advantage of the country's necessities to change existing standards. When economic or other emergencies arise requiring changes of standards, the same should be made only after such proposed changes have been investigated and approved by the Council of National Defense.

132 2. That the Council of National Defense urge upon the legislatures of the states, as well as all administrative agencies charged with the enforcement of labor and health laws, the great duty of rigorously maintaining the existing safeguards as to the health and welfare of workers, and that no departure from such present standards, in state laws or state ruling affecting labor should be taken without a declaration of the Council of National Defense that such a departure is essential for the effective pursuit of the national defense.

3. That the Council of National Defense urge upon the legislatures of the several states that before final adjournment they delegate to the Governors of their respective states the power to suspend or modify restrictions contained in their labor laws when such suspension or modification shall be requested by the Council of National Defense; and such a suspension or modification, when made, shall continue for a specified period and not longer than the duration of the war.

4. That the Council of National Defense should recommend to Congress that adequate and proper provisions be made by the Government for the care of families of individuals who are accepted for service in the military or naval forces of the United States.

It was moved and carried that the specific recommendations of the foregoing report be approved. The director was authorized to give to the press recommendations numbered 1, 2, and 3 of the foregoing report.

Secretary Baker moved that the Director be authorized to make public the recent appointment of a General Munitions Board, under the Council of National Defense, with Mr. F. A. Scott, Chairman. Carried.

The Director read a proposed letter addressed to the Governors of the States relative to formation of State Councils of Defense to cooperate with the Council of National Defense. Said letter was approved and the Secretary of War was directed to send the same over his signature.

Secretary Lane moved that Commissioner Willard be requested to call upon the railroads to so organize their business as to lead to the greatest expedition in the movement of freight. Carried.

133 Secretary Lane moved that Commissioner Willard, together with the U. S. Shipping Board, consider and report to the Council upon the advisability of taking over coastwise shipping.

The Director read a letter from Commissioner Coffin suggesting the formation of a committee with the following personnel: J. Parker Kirlin, admiralty lawyer; Mr. Sherman, of W. R. Grace & Company; P. A. S. Franklin; Mr. Denman, Chairman of the U. S. Shipping Board; Prof. Herbert C. Sadler, of the University of Michigan; Frank Kirby, of Detroit; and F. D. M. Strachan, of New Brunswick, Ga.

Secretary Baker thereupon moved that, for the present, because of certain international aspects of the subject, Secretary Daniels, Secretary Lane, and Secretary Lansing be requested to first work out the international aspects of the situation in advance of a consideration of the domestic aspects by the Council. Carried.

Thereupon, at 5:00 o'clock P. M., the meeting adjourned.

Attest:

W. S. GIFFORD, *Director.*

134 Minutes of Meeting of the Council of National Defense, April 12, 1917

There was held a special meeting of the Council of National Defense, Thursday, April 12, 1917, at the office of the Secretary of War. There were present all members of the Council except the Secretary of Agriculture. The Director was in attendance.

The Director read the following letter, of date April 10, 1917, from Dr. C. D. Walcott, Chairman, Executive Committee, National Advisory Committee for Aeronautics:

The National Advisory Committee for Aeronautics have the honor to recommend to the Council of National Defense that a board be appointed by the Council of National Defense, to be known as the Aircraft Production Board.

The function of this board shall be to consider the situation in relation to the quantity production of aircraft in the United States, and to cooperate with the officers of the Army and Navy, and of other departments interested in the production and delivery to these departments of the needed aircraft in accordance with the requirements of each department.

It is further recommended that a joint technical board of the Army and Navy be organized for determining specifications and methods of inspection for all aircraft required for the two services.

It was moved and carried that Commissioner Coffin be asked to take the Chairmanship of such a board as outlined in the second paragraph of the foregoing letter, the personnel of which he shall select.

The Director read the following letter, of date April 9, 1917, from the Secretary of Labor:

I am advised by the Bureau of Labor Statistics of this Department that a large amount of sickness and a number of deaths have resulted from the use

135 of tetrachlorethane in this country in the preparation of the wings of aeroplanes. I am also advised that a nonpoisonous substitute has been found by the British, the chemical composition of which for military reasons has not been disclosed.

I am writing you that the subject matter may be brought to the attention of the Council of National Defense with the hope that means may be devised to obtain a knowledge of the substitute for the use of manufacturers of aeroplanes in this country.

I am submitting herewith copy of a memorandum prepared for my information by the Bureau.

The Director was instructed to communicate with Dr. W. F. Hillebrand, Chief Chemist of the Bureau of Standards, and with Dr. C. D. Walcott, of the National Advisory Committee for Aeronautics, and if unable to obtain from them the formulae for the nonpoisonous substitute mentioned, Secretary Baker stated he would cable to England for the same.

The Director brought up the matter of giving publicity to the proposed mission of American railroad experts to Russia. Secretary Baker stated that Secretary Lansing had received assurances from the Russian Minister of Foreign Affairs that such a delegation would be welcome, but that it was desired to bring the matter formally to the attention of the Russian Cabinet. The Director was instructed to withhold any public statement until he (the Director) had obtained from the Secretary of State confirmation that Russia invited and welcomed the mission, and Secretary Lansing's consent to publication.

The Director read the following resolution:

Whereas it is essential to the successful prosecution of the war against Germany that there be provided immediately a means for quick and unrestricted interchange between the United States and the allied countries, of knowledge of a technical, scientific, economic, and military character, and

136 Whereas such a result may only be attained through the closest possible coordination and cooperation upon the part of those having intimate and detailed knowledge of the organization and utilization of the resources of the various nations involved in the war; Therefore be it

Resolved, That the Council of National Defense recommend to the State Department that it institute without delay such negotiations as will bring about between this country and the allied countries, such commissions as will render possible the accomplishment of the objects set forth in the preamble to this resolution; and be it further

Resolved, That the State Department be instructed to request from allied countries and particularly from Great Britain, the immediate sending to America of such commissions or commission as will be able to advise with the Council of National Defense as to the methods to be pursued in mobilizing the resources of this country for the best possible service to the Allies and for the avoidance of the mistakes and confusion so evident in those foreign countries at the outbreak of the war.

Secretary Baker stated the subject matter of the foregoing resolution was receiving the attention of the State Department.

The Director called attention to the number of inquiries that were being received daily in regard to the industrial reserve. Secretary Baker stated that he believed there would be sufficient time to organize the machinery for effecting this reserve after the legislation providing for the raising of the army has been passed.

The Director read the following letter, of date April 11, 1917, from Mr. F. A. Scott, Chairman, General Munitions Board:

It is essential that I bring to your attention the greatly overcrowded condition of the Departments now housed in the War, State, and Navy Department building.

My justification for emphasizing this is the fact that the present overcrowded condition of these departments, the resulting lack of facilities for the conduct of the work, and the unhealthful conditions under which the work is being done, create a very grave danger of a serious breakdown unless the situation is immediately relieved.

137 It is a necessary part of the preparations for war which we are making that relief in the form of increased suitable space for the housing of these departments, and for the increased personnel now authorized and necessary, be provided. Every hour of delay in making this provision retards vitally the work now in hand.

It was directed that the foregoing matter be tabled.

Secretary Lane reported the result of his conference with Secretary Lansing and Secretary Daniels concerning the international questions involved in taking over costwise shipping.

Secretary Lane thereupon moved, and it was carried, that it be recorded as the sense of the meeting that the German ships now interned in our ports be repaired and put into service as soon as possible (those being excluded from such service as are determined to be unavailable); and, further, that the Austrian ships be also brought into the body of our national tonnage.

Thereupon, at 1:00 p. m., the meeting adjourned.

Attest:

W. S. GIFFORD, *Director.*

138 Minutes of Special Joint Meeting of the Council of National Defense and Advisory Commission, April 17, 1917

There was held a special joint meeting of the Council of National Defense and the Advisory Commission at the office of the Secretary of War on April 17, 1917, at 11:45 a. m. There were present all members of the Council except Chairman Baker (Secretary Daniels presiding), all members of the Advisory Commission, and the Director. There were also present the Executive Committee of the General Medical Board of the Council of National Defense, and other gentlemen of the medical profession.

Dr. F. F. Simpson, Chief of the Medical Department of the Council of National Defense, explained by the use of graphic charts the organization and work of that department.

Commissioner Martin announced the adoption of resolutions by the Executive Committee of the General Medical Board of the Council of National Defense, as a result of a conference and hearing on April 15, 1917, participated in by the leaders of the medical profession specializing in venereal diseases.

Thereupon Dr. Haven Emerson, Commissioner of Public Health of New York City, read and submitted the first of said resolutions, as follows:

Whereas venereal infections are among the most serious and disabling diseases to which the soldier and sailor are liable; and

Whereas they constitute a grave menace to the civil population: Therefore be it

Resolved, That the Committee on Hygiene and Sanitation of the General

139 Medical Board of the Council of National Defense recommend that the General Medical Board transmit to the Council of National Defense for the guidance of the War and Navy Departments the following recommendations:

1. That the Departments of War and Navy officially recognize that sexual continence is compatible with health and that it is the best prevention of venereal infections.

2. That the Departments of War and Navy take steps toward the prevention of venereal infections through the exclusion of prostitutes within an effective zone surrounding all places under their control and, by the provision of suitable recreational facilities, the control of the use of alcoholic drinks, and other effective measures.

3. That the said Departments adopt a plan for centralized control of venereal infections through special divisions of their medical services.

4. That said Departments consider the plan of organization herewith attached.

The meeting was then addressed by Mr. R. B. Fosdick, of the Bureau of Social Hygiene; Dr. F. W. Snow, General Secretary American Journal of Social Hygiene; and Dr. Milton J. Rosenau, of Harvard University.

Thereupon Dr. Theodore Janeway, of Johns Hopkins University, read and presented the second of said resolutions, as follows:

Whereas the use of alcoholic beverages is generally recognized as an important factor in the spread of venereal disease in the Army and Navy; and

Whereas these diseases are among the most serious and disabling ones to which soldiers and sailors are liable: Therefore be it

Resolved, That we endorse the action of the Army and Navy in the control of alcoholic beverages within military places; and we further recommend the control of the use of alcoholic beverages within an effective zone about such places.

Dr. Alonzo Taylor, of the University of Pennsylvania, then addressed the meeting, stating his conclusions based on studies of
140 conditions abroad, with particular reference to the conservation of food supply resulting from restricted manufacture of alcoholic beverages and the relation of the control of alcoholic beverages to the spread of venereal disease among the soldiers.

Thereupon, at 1:00 p. m., the meeting adjourned.

Attest:

W. S. GIFFORD, *Director.*

141 Minutes of Meeting of the Council of National Defense, April 18, 1917

There was held a special meeting of the Council of National Defense at the office of the Secretary of War, Wednesday, April 18, 1917, at 11:45 a. m. There were present all members of the council and the Director.

Secretary Lane was requested to confer with Chairman Denman, of the Federal Shipping Board, in an effort to bring about closer cooperation and harmony between the program of the Shipping Board and the needs and activities of the Army and Navy, Chairman Willard's Transportation Committee, and other departments of the Government; and also to confer with Chairman Denman, in conjunction with Secretary Daniels, Secretary Redfield, and Chairman Willard, as to the advisability of delaying construction of the larger battleships & cruisers, to permit the utilization of those shipbuilding facilities in the construction of small ships.

Secretary Baker's suggestion that for the purpose of promoting sympathetic understanding between German-Americans and other Americans, and to remove so far as possible unjust criticism and hostility toward German-Americans, a subordinate body should be created under the Council of National Defense, charged with that mission, met with general approval. It was agreed that such a body should include in its membership Americans of the same nationality as those nations that are at war with us, and that Henry Morgenthau should be invited to take its chairmanship. Secretary Baker was requested to take the matter in hand, the members of the Council to make recommendations as to personnel.

It was moved by Secretary Lane, and carried, that the
142 Council record its belief that aid for dependents of enlisted men should be extended by the Government, and that accordingly the Government should not give recognition to any organized civilian movement in behalf of such dependents; but that this should not be construed as an objection to any such supplementary aid as might be provided by private charity.

It was the sense of the meeting that for the purpose of coordinating the women's preparedness movement a central body should be formed under the Council of National Defense, with a personnel of six, or possibly seven women, each of whom should be selected from one of the leading women's organizations of the country, preferably its president, Secretary Lane, and the Director were instructed to submit to the Council recommendations to that end.

The Director brought to the attention of the Council the request made by Commissioner Gompers to the Advisory Commission that his labor committee be authorized to appoint committees on mediation and conciliation, under which local committees would be organized, for the purpose of cooperating with other established mediation agencies in the adjustment of labor disputes. It was moved and carried that the matter be referred to the Secretary of Labor and the Director.

The Director referred to a letter received from Judge Gary, of the U. S. Steel Corporation, stating difficulties encountered in losing men by enlistment and asking some expression from the Government as to the industrial reserve. Secretary Baker stated he thought it unwise and impolitic to advance at this time any assurance that a particular group of class of men would be excluded.

143 It was moved and carried that future order of business should be as follows: First, the Director shall bring before the Council such matters as require action, on the disposition of which each member of the Council shall then proceed in turn.

Thereupon, at 1:00 p. m., the meeting adjourned.

Attest:

W. S. GIFFORD, *Director.*

144 Minutes of Meeting of the Council of National Defense, April 19, 1917

There was held a special meeting of the Council of National Defense at the office of the Secretary of War on April 19, 1917, at 11:45 a. m. There were present all members of the Council and the Director.

The Director read the following resolution, approved by the Advisory Commission at its meeting of April 12, 1917:

Whereas it is desirable that the people of the United States be fully informed of the causes precipitating the present national crisis: Therefore be it

Resolved, That there be printed in pamphlet form, for general distribution throughout the country, the President's address to Congress of April 2, 1917, the resultant resolution of Congress, and the President's proclamation of the existence of a state of war; and be it

Resolved, That copies of said pamphlet be furnished to all organizations, civic, church, etc., of which the addresses are available.

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The Director was instructed to take up with Mr. George Creel the subject matter of the foregoing resolution. Secretary Houston stated that he would consider what could be done to reach the farmers through the channels available to the Department of Agriculture.

The Director read the following resolutions, approved by the Executive Committee of the General Medical Board of the Council of National Defense, and also by the Advisory Commission at its meeting of April 17, 1917:

RESOLUTION IN RE VENERAL DISEASE

Whereas veneral infections are among the most serious and disabling diseases to which the soldier and sailor are liable; and

145 Whereas they constitute a grave menace to the civil population: Therefore be it

Resolved, That the Committee on Hygiene and Sanitation of the General Medical Board of the Council of National Defense recommends that the General Medical Board transmit to the Council of National Defense for the guidance of the War and Navy Departments the following recommendations:

1. That the Departments of War and Navy officially recognize that sexual continence is compatible with health and that it is the best prevention of venereal infections.

2. That the Departments of War and Navy take steps toward the prevention of venereal infections through the exclusion of prostitutes within an effective zone surrounding all places under their control, and by the provision of suitable recreational facilities, the control of the use of alcoholic drinks, and other effective measures.

3. That the said Departments adopt a plan for centralized control of venereal infections through special divisions of their medical services.

4. That the said Departments consider the plan of organization herewith attached.

RESOLUTION IN RE ALCOHOL CONTROL

Whereas the use of alcoholic beverages is generally recognized as an important factor in the spread of venereal disease in the Army and Navy; and

Whereas these diseases are among the most serious and disabling ones to which soldiers and sailors are liable: Therefore be it

Resolved, That we endorse the action of the Army and Navy in the control of alcoholic beverages within military places; and we further recommend the control of the use of alcoholic beverages within an effective zone about such places.

It was voted that the foregoing resolutions be referred to the Secretary of War and the Secretary of the Navy with the approval of the Council, but that general publication should be withheld. The Director was instructed to prepare for submission to the Council at its next meeting a statement designed for publication.

146 The Director read the following resolution, adopted by the Executive Committee of the General Medical Board of the Council of National Defense, and approved by the Advisory Commission at its meeting of April 17, 1917:

Resolved, That the Medical Board of the Council of National Defense request the State Boards of Licensure or Registration to take such action as may be necessary to enable them to cooperate with it and the Medical Schools in modifying temporarily their rules of procedure to the extent which may be made necessary by the present national crisis.

Your committee would recommend that the Board forward for the immediate consideration of the State Boards of Licensure the following questions for decision:

1. Recognition of the Continuous Teaching Plan as an equivalent of the usual four years' course in Medicine.

2. Recognition of work done by a student with a Red Cross Teaching Unit according to the Italian Plan as the equivalent of the work usually done in the school and hospital at home.

3. Recognition of substitute work as interne in teaching hospitals as an equivalent of equal amount of work in the fourth year of the Medical School.

It was voted that the foregoing resolution be laid on the table.

The Director read the following telegram proposed to be sent to the Governors of the States:

A National Defense Conference to consist of one delegate from each state for the purpose of considering the relationship of state and Federal activities in the prosecution of the war, and the methods of organization of state and local defense committees and of their cooperation with the Council of National Defense, will be held in Washington at the office of the Secretary of War on Wednesday, May second, at ten a. m.

I request that you send as a delegate the head, or some representative, of your State Council of Defense or similar committee, if such has been appointed, or if none has been appointed, that you send some one to represent you thereat.

The Director was instructed to send the foregoing telegram over the signature of the Secretary of War.

147 Secretary Houston stated he had prepared and would submit to Congressional Committees suggestions for legislation empowering the Council of National Defense, when so directed by the President, to fix maximum prices on Food products. Secretary Houston was instructed to furnish each member of the Council with a copy of the proposed bill, when drafted, that it might receive the consideration of the Council before going to Congress.

The Director read into the record the following report of Chairman Willard of the Advisory Commission, of date April 12, 1917:

At a meeting of the Council held on Saturday, April 7, 1917, the following resolution was adopted:

"*Resolved*, That Commissioner Willard be requested to call upon the railroads to so organize their business as to lead to the greatest expedition in the movement of freight."

Acting in response to that request, I wired the Presidents of all the important railroads in the United States asking them to meet me in Washington on Wednesday, the 11th instant, for the purpose of considering this matter. Between forty-five and fifty presidents responded to the call, and all of the important railroad systems were represented either direct or by proxy.

After hearing a statement of the situation, the railroads unanimously adopted the attached resolution and agreement which sets forth their purpose and also explains the method by which they expect to give effect to that purpose. This resolution was signed by all present at the meeting, and a committee consisting of Messrs. Fairfax Harrison, President, Southern Railway; Samuel Rea, President, Pennsylvania Railroads; Julius Kruttschnitt, Chairman, Executive Committee, Southern Pacific System; and Hale Holden, President, Chicago, Burlington & Quincy Railroad, was appointed to sit permanently in Washington and deal with the matter along the lines indicated in the resolution.

As is also indicated in the resolution, the Interstate Commerce Commission will be requested to designate one of its number to sit as a member ex officio on the Committee, and the Chairman of the Advisory Commission was also asked to serve in the same capacity.

148 I feel confident that the Committee selected to carry out the agreement entered into will be able to deal satisfactorily and effectively with the various transportation problems which may arise during the continuance of the war.

The resolution referred to in Chairman Willard's foregoing report is as follows:

The undersigned hereby subscribe to the following resolutions adopted at a conference of railway executives, held in Washington, D. C., April 11, 1917:

"Whereas this meeting has assembled in response to an invitation from the Council of National Defense, and has had laid before it a resolution by that Council as follows:

"'*Resolved*, That Commissioner Willard be requested to call upon the railroads to so organize their business as to lead to the greatest expedition in the movement of freight: Now, therefore, be it

"'*Resolved*, That the railroads of the United States, acting through their chief executive officers here and now assembled, and stirred by a high sense of their opportunity to be of the greatest service to their country in the present national crisis, do hereby pledge themselves, with the Government of the United States, with the Governments of the several States, and one with another, that during the present war they will coordinate their operations in a continental railway system, merging during such period all their merely individual and competitive activities in the effort to produce a maximum of national transportation efficiency. To this end they hereby agree to create an organization which shall have general authority to formulate in detail and from time to time a policy of operation of all or any of the railways, which policy, when and as announced by such temporary organization, shall be accepted and earnestly made effective by the several managements of the individual railroad companies here represented.'

"The committee appointed by the Conference of Railway Executives to report on the form of organization for all of the railways of the United States to cooperate with the Government in the conduct of the war, beg to recommend as follows:

149 "1. That the whole problem of cooperation with the Government be committed to the present Special Committee on National Defense of the American Railway Association. This involves making the Commission on Car Service a subcommittee of the Special Committee, as has already been done with the committees on Military Passenger Tariffs, Military Freight Tariffs, Military Equipment Standards, and Military Transportation Accounting.

"2. That the Special Committee be enlarged by additions to a total of approximately twenty-five members.

"3. That an Executive Committee, selected from the twenty-five members of the Special Committee on National Defense, consisting of the Chairman of the Special Committee, who shall also be Chairman of the Executive Committee, and four other members to be selected by him, be created, such Executive Committee to sit in Washington in frequent or if necessary continuous session.

"4. That Mr. Willard, as Chairman of the Advisory Commission of the Council of National Defense, be ex officio a member of the Executive Committee.

"That the Interstate Commerce Commission be invited to designate one of its members to be ex officio a member of the Executive Committee.

"5. That the railways agree to the direction of the Executive Committee of five in all matters to which its authority extends, as expressed in the resolution heretofore adopted, and to which we hereby subscribe; and that the General Secretary of the American Railway Association be instructed to secure the execution by signature of all American railways."

Secretary Houston requested the Director to ask Chairman Willard, of the Advisory Commission, to institute such investigation and action as he deemed necessary to arrange for the preferential transportation of food products, food containers, canning machinery, farm machinery, and seeds.

Secretary Baker requested the Director to ask Chairman Willard to place on his Transportation Committee someone conspicuously active in connection with inland waterways.

Thereupon, at 1:00 p. m., the meeting adjourned to meet Saturday, April 21, 1917, at 11:45 a. m.

Attest: W. S. GIFFORD, *Secretary.*

150 Minutes of the Meeting of the Council of National Defense, April 21, 1917

There was held a special meeting of the Council of National Defense at the office of the Secretary of War at 11:45 o'clock a. m., April 21, 1917. There were present all members of the Council and the Director.

The Director read the following letter, of date April 18, 1917, from James M. Lynch, Commissioner, Department of Labor, New York State Industrial Commission:

The American Can Company of New York is now, so the Industrial Commission of this State understands, making munitions for the British Government, or perhaps more correctly speaking, for the Russian Government under guarantee from the British Government.

In this state we have a six-day law—that is, a statute covering factories and mercantile establishments requiring that each employee working on Sunday shall have at least twenty-four consecutive hours' rest in that calendar week.

The American Can Company has now made application for a variation from the day-of-rest law to permit it to employ its male employees seven days per week, or at least so many of these male employees as may be needed on particular Sundays.

I am directed by the Industrial Commission to ask for advice from the Council of National Defense on this application. The American Can Company informs the Commission that about June 1st it expects to commence work on munitions for the Federal Government, and it desires to complete the work herein referred to prior to that date.

It was directed that the foregoing letter be referred to the Advisory Commission.

The Director read the following statement for the press, prepared by the Committee on Labor of the Advisory Commission:

151 There seems to be some misunderstanding of the scope of the statement made by the Council of National Defense when it advised "that neither employers nor employees shall endeavor to take advantage of the country's necessities to change existing standards." In order that that misunderstanding may be removed, the following amplification is made:

There have been established by legislation, by mutual agreement between employers and employees or by custom, certain standards constituting a day's work. These vary from seven hours per day in some kinds of office work to twelve hours per day in continuous-operation plants. The various states and municipalities have established specific standards of safety and sanitation and have provided inspection service to enforce the regulations. They have also established maximum hours of work for women and minimum age limits for children employed in gainful occupations. It is the judgment of the Council of National Defense that the Federal, State, and Municipal Governments should continue to enforce the standards they have established unless and until the Council of National Defense has determined that some modification or change of these standards is essential to the national safety; that employers and employees in private industries should not attempt to take advantage of the existing abnormal conditions to change the standards which they were unable to change under normal conditions.

The one other standard that the Council had in mind was the standard of living. It recognizes that the standard of living is indefinite and difficult to determine, because it is in a measure dependent upon the purchasing power of the wages received remaining the same. It believes, however, that no arbitrary change in wages should be sought at this time by either employers or employees through the process of strikes or lockouts without at least giving the established agencies of the Government—the Mediation Board in the transportation service and the Division of Conciliation of the Department of Labor in the other industries—an opportunity to adjust the difficulties without a stoppage of work occurring. While the Council of National Defense does not mean to intimate that under ordinary circumstances the efficiency of workers is the only element that should be taken into consideration in fixing the hours of labor safety, sanitation, women's work, and child-labor standards, it is the object that must be attained during the period when the Nation's safety is involved. It may therefore be necessary for the Council, as a result of its investigations and experience, to suggest modifications and changes in these standards during that time. It is not the purpose of the Council, however, to undertake to determine the wage rate that will be sufficient to maintain the existing standards of living. That should be referred to the mediation agencies of the Government above re-

ferred to or to such other constituted agencies as may exist to the end that such questions may be adjusted in an orderly and equitable manner to
152 avoid the stoppage of industries which are so vital to the interests of the nation at this critical time.

It was voted that the foregoing statement be approved for publication.

The Director read the following communication from Commissioner Baruch, of date April 19, 1917:

Two matters have commenced to seriously affect our industrial activities and a contraction of business will surely set in unless preventative steps are taken immediately. Expansion and not contraction of industrial activities is what we desire. The country must produce more raw materials and more finished product than ever before.

Among the influences which are contributing toward business contraction may be mentioned the uncertainty as to what the Government is planning to do in purchasing the things which it requires. How will a fair price be determined? If this price is lower than the prevailing market price—the price which can be obtained from others—will the burden fall upon all alike? The businessmen of the country are not only willing but are desirous to be helpful. An early determination of governmental policy is of the utmost importance. The fears of the people are being aroused through uncertainty and the feeling that some general principle will be arbitrarily fixed without due allowance being made for the special conditions existing in each and every trade.

While I believe, of course, that the Government should not be forced to go in on a competitive basis, nevertheless, prices, if they are to be fixed, must not be placed upon such a low basis as to cause contraction and lessened production. An early determination as to policy in this connection and a fixing of responsibility are necessary, if a constant and steady flow of materials to the army and navy and to the Allies is to be maintained.

The other serious question upon which a definite policy must be outlined and immediately announced has to do with the enlistment of skilled labor for active military service. An industrial reserve, which will keep the expert mechanic in his place, is one of the vital necessities of the moment.

There has never been a time in the history of the country when a continuance of business activity, expansion, and quantity production was so necessary or so intimately linked up with the national security and welfare.

It was voted that Mr. Frank A. Scott be requested to form
153 a committee, composed of himself as chairman, representatives of the Department of Commerce, Department of Agriculture, Department of the Interior, Federal Trade Commission, and others he might wish to select, to consult with Commissioner Baruch in the solution of the price problems raised in the foregoing communication.

The Director read the following communication, of date April 20, 1917, from Commissioner Baruch:

Referring to our conversation: The following committees have been appointed, record of most of which you have: Aluminum, brass, nickel, oil, rubber, steel, wool, lead, sulphur.

There are under discussion, and in process of formation, committees on: Anthracite, bituminous, chemicals, acid, zinc, mica, cement, denatured alcohol, lumber. Alloys and hardening metals, such as: Ferromanganese, ferrosilicon, chromium, tungsten, cobalt and molybdenum, titanium, antimony
154 and tin, uranium, magnesium, vanadium, platinum, industrial diamonds, quicksilver.

Others will be taken up as fast as consideration can be given them.

Each one of these requires a vast amount of study and consideration, and every effort is being made to push the work as fast as possible, with due consideration to the desired efficiency.

These committees make studies of their trades, with the idea of being of as much assistance as possible to the Government and the civilian population, and to give service in every way possible. They have been asked to increase

production, find substitutes whenever possible, and study the problem from each and every point. In every direction I have met with cooperation. Much valuable aid has been given by the various departments of the Government.

Most of these materials are short of the demand, and serious consideration should be given even now to the question of priority by such a committee as suggested by your Advisory Commission but recently.

The general plan of committee organization as outlined in the foregoing statement was approved, it being the understanding that said committees were formed in an advisory capacity, to correlate and make accessible to Government departments the knowledge and experience of civilians in those industries.

It was voted that a committee be appointed under the Council of National Defense, with F. A. Peabody as chairman, to advise with Commissioner Baruch, and make every effort possible to increase the output of coal at the mines, and in cooperation with the Transportation Committee of the Advisory Commission to accelerate the movement of coal to points where the need is greatest.

The Director read the following letter, of date April 19, 1917, from Eliot Wadsworth, Acting Chairman of the American Red Cross:

155 I have your letter of the 18th with copy of resolution passed by the Council of National Defense regarding the care of families of enlisted men. The Red Cross most thoroughly concurs in the expression of opinion as to the duty of the Government toward these dependents. Whatever plan we have made or make in the future will be based on the theory that the Government will give a definite separation allowance and whatever work our chapters do will be purely of a supplementary nature.

Secretary Houston stated that the publicity given to the appointment of Herbert C. Hoover as chairman of a committee on food supply and prices had created undesirable impressions in the public mind to the serious embarrassment of the Department of Agriculture; and he thereupon moved that the following statement be given to the press:

That Mr. Herbert C. Hoover has accepted a position as adviser to the Council of National Defense in the matter of food problems and prices, and will shortly return from abroad to assume that capacity. It is desired especially to have him report to the Council on the experience and action of European governments in the matter of food production, conservation and prices, and to make suggestions and recommendations as to the best methods of assisting the Allies to meet their food needs and of preventing the evils arising from speculation and manipulation. It is further desired that Mr. Hoover, cooperating with the Department of Agriculture, assist State agencies and particularly urban communities in the study, distribution, and conservation of food supplies.

The foregoing resolution was carried.

It was voted that a Committee on Women's Defense Work be appointed, with the following personnel: Dr. Anna Howard Shaw; Mrs. Philip Moore, of St. Louis; Mrs. Josiah Cowles, of California; Miss Maude Wetmore, of New York; Mrs. Carrie Chapman Catt; Mrs. Antoinette Funk; Mrs. Stanley McCormick; Mrs. Joseph R. Lamar, of Atlanta; and Miss Ida Tarbell.

It was voted that a Committee on Shipping be appointed, consisting of Chairman Denman, of the Federal Shipping Board; P. A. S. Franklin, President International Mercantile Marine; H. H.
156 Raymond, President Coastwise Shipping Association; Eugene T. Chamberlain, Commissioner, Bureau of Navigation; Department of Commerce; D. T. Warden, of the Standard Oil Com-

pany; L. H. Shearman, Vice President W. R. Grace & Company; E. M. Bull, Vice President A. H. Bull & Company; and Frank C. Munson, President Munson Steamship Lines, to advise the Council of National Defense as to the best methods of increasing the tonnage available for shipment to the Allies.

Thereupon at 1:10 o'clock p. m., the meeting adjourned.

Attest:

W. S. GIFFORD, *Director.*

157 Minutes of Meeting of the Council of National Defense, April 25, 1917

There was held a special meeting of the Council of National Defense at 11:45 a. m., April 25, 1917, at the office of the Secretary of War. There were present all members of the Council and the Director.

The Director read the following resolution, approved by the Advisory Commission at its meeting of April 23, 1917:

Whereas the General Medical Board deems it necessary for the best interest of its work that it be informed on matters of surgical and sanitary progress accomplished from time to time among the allied armies in Europe; and

Whereas Dr. George E. Brewer, of New York; Dr. J. M. T. Finney, of Baltimore; and Dr. Charles L. Gibson, of New York, have volunteered to obtain such information at their own expense by personal visit to the allied armies now engaged in Europe; and

Whereas the prestige of a commission from the Council of National Defense to obtain the desired information would greatly facilitate these men in acquiring the information: Be it

Resolved, That the Advisory Commission recommends to the Council of National Defense, first, that the proposed visit of Dr. Brewer, Dr. Finney, and Dr. Gibson be approved by that Council; and, second, that on behalf of the General Medical Board the Council request letters of introduction from the Secretary of War and from the Secretary of State to the proper officials of France and England to facilitate the proposed mission.

The Director also read the following excerpt, explanatory of the foregoing resolution, from the Advisory Commission minutes of April 23:

Commissioner Coffin spoke to the resolution, directing attention to the plan for concerted and systematic interchange of authorized commissions with the Allies, which the Council had in general approved and had asked the
158 Commission for specific recommendations covering, but which it had been thought wise to defer pending consultation with the commission now here from Great Britain.

Upon motion of Commissioner Coffin, seconded by Commissioner Godfrey, it was voted that Commissioner Martin's foregoing resolution be approved, with the understanding that the commission contemplated therein be considered a part of the general scheme for the interchange of such commissions when developed.

Secretary Baker spoke of the larger program under consideration which made it unnecessary and unwise at this time to take the action contemplated by the foregoing resolution; and the Director was instructed so to advise Commissioner Martin, who, it was stated, already had knowledge of the plan now being developed.

There ensued a discussion of the status to be given the Advisory Committee on Shipping with relation to the United States Shipping Board, as a body organized under the Council of National Defense; and it was voted that Chairman Denman, at his own request, be relieved of his appointment as a member of such committee, the chairman of which, when chosen, to be instructed by the Council as to the status of his committee and the mode of procedure to be adopted.

The Director read a letter from the State Department in reference to a proposed mission to Russia. It was moved by Secretary Houston, and so voted, that the matter be referred to the Secretary of War to consult with the Secretary of State and Chairman Willard of the Advisory Commission.

Thereupon, at 12:45 a. m., the meeting adjourned until Thursday, April 26, 1917, at 11:45 a. m.

Attest:

W. S. GIFFORD, *Director.*

159 Minutes of Meeting of the Council of National Defense, April 26, 1917

There was held a special meeting of the Council of National Defense at the office of the Secretary of War, April 26, 1917, at 11:45 a. m. There were present all members of the Council, and the Director.

The Council discussed with Mr. William K. Bixby, of St. Louis, the personnel and functions of the proposed committee of German-Americans and others. It was voted that the personnel of the Committee be selected by the Council and requested to meet with the Council and Mr. Bixby at the office of the Secretary of War, Wednesday, May 9, 1917, at 10 o'clock a. m.

Chairman Denman, of the United States Shipping Board, appeared before the Council in relation to the proposed Advisory Committee on Shipping. It was moved by Secretary Wilson, and so voted, that final action on the matter be deferred until the next meeting.

Thereupon, at 1:15 o'clock p. m., the meeting adjourned until Friday, April 27, 1917, at 11:45 a. m.

Attest:

W. S. GIFFORD, *Director.*

160 Minutes of Meeting of the Council of National Defense, April 27, 1917

There was held a special meeting of the Council of National Defense at 11:45 a. m., April 27, 1917, at the office of the Secretary of War. There were present all members of the Council, and the Director.

Chairman Willard, of the Advisory Commission, appeared before the Council in connection with the discussion of the creation of the Advisory Committee on Shipping.

Chairman Willard then read a memorandum suggesting the advisability of obtaining the cooperation of mine workers' organizations in the suspension of certain labor restrictions at the mines, as a necessary step in the prevention of a shortage of anthracite coal. Secretary Wilson suggested the wisdom of first determining whether or not the operation of the mines on an eight-hour day instead of a nine-hour day basis had resulted in decreased output. Secretary

Baker thereupon moved that the matter be referred to Secretary Wilson to institute such an inquiry, and it was so ordered.

Chairman Willard stated that the French Ambassador had been in communication with him in reference to sending to France railroad supplies and a large force of American engineers and skilled laborers to aid in the reconstruction of their railway system, and brought up the question of their status, compensation, etc. It was moved by Secretary Baker, and so voted, that the Council approve the rendering of such aid to France. It was the sense of the meeting that the Transportation Committee of the Advisory Commission should prepare and submit to the Council specific rec-
161 ommendations as to how such aid could best be given and the rate of pay and status necessary to the success of the project, when the Council would be in position to take up questions of status and compensation, respectively, with the Secretary of State and the Secretary of the Treasury.

Mr. Charles M. Schwab then appeared before the Council in reference to the construction of steel ships for the English. He was requested to confer with Chairman Denman, of the United States Shipping Board, and to further discuss the matter with the Council at its next meeting.

The director brought to the attention of the Council the request of the Advisory Commission that opportunity be afforded Mr. Layton and Judge Amos to appear before a joint session of the Council and Advisory Commission to discuss their intimate knowledge of conditions abroad. It was the sense of the meeting that to attempt by individual hearings to make available the knowledge and experience of the many foreign representatives here for that purpose, would draw too heavily upon the time of the Council; and that such representatives should be requested to appear before the respective committees directly interested.

It was moved by Secretary Baker, and so voted, that the Advisory Committee on Shipping be allowed to remain as originally constituted, with Mr. Denman as Chairman, such committee to advise with the United States Shipping Board, which shall in turn present recommendations to the Council as the advisory body of the Council on shipping matters.

Thereupon, at 1:10 o'clock p. m., the meeting adjourned until Saturday, April 28, 1917, at 11:45 a. m.

Attest:

W. E. Gifford, *Director.*

162 Minutes of Meeting of the Council of National Defense, April 28, 1917

There was held a special meeting of the Council of National Defense at 11:45 o'clock a. m., April 28, 1917, at the office of the Secretary of War. There were present all members of the Council except Secretary Houston. The Director was also present.

The Director read the following resolution, adopted by the Advisory Commission at its meeting of April 26, 1917:

Whereas in the work of the General Munitions Board it has become increasingly evident that a broadening of the scope and authority of this Board is essential to the efficient operation of the Board and to the best interests of the Governmental Departments; and

Whereas it is necessary that the Council of National Defense more clearly define the authority of this Board in regard to the fixing of prices, advising as to the form and terms of contracts, and adjustment of priority requirements and such other matters as are involved in the procurement of supplies: Now, therefore, be it

Resolved, That the Advisory Commission recommend to the Council of National Defense:

(1) That the General Munitions Board prepare and maintain a list of all materials and finished products in the procurement of which limitations appear imminent and coordination of action appears to the Board to be essential. And in connection with materials and finished products thus listed, no proposals or purchase orders shall be issued by any department until submitted for clearance to the Board, except in case of emergency, in which event prompt report of such purchase shall be made to the Board.

163 (2) That the General Munitions Board shall exercise full power in the determination of priority of delivery in materials and finished products whenever there is a conflict in delivery, in accordance with the general policy of the Government.

(3) That the General Munitions Board be asked by the Secretaries of War and Navy to advise whenever possible as to the form and terms of contracts, and to determine what are fair and just prices to be paid by the Government for materials and finished products.

It was voted that paragraphs numbered 1 and 2 of the foregoing resolution be approved.

As to paragraph numbered 3 of the foregoing resolution, it was the sense of the meeting that the recently appointed committee on prices, of which Mr. F. A. Scott is Chairman, should first consider the matter and report to the Council recommendations as to the policy to be adopted.

The Director read the following resolution, adopted by the Advisory Commission at its meeting of April 26, 1917:

Whereas, it is essential to the accomplishment of effective work upon the part of the General Munitions Board that there be a determination as soon as practicable of the relative importance of certain forms of preparation: Be it therefore

Resolved, That the Advisory Commission suggests to the Council of National Defense the desirability of an early determination of the relative importance of the following:

(a) Supplies for the belligerents friendly to ourselves.
(b) Supplies required by the Navy.
(c) Supplies required by the Army.
(d) Construction of one thousand standardized freight carriers.

It was the sense of the meeting that as between the army and navy, priority should be given to such needs of the navy as
164 are intended to be completed within a period of one year; that as to supplies for belligerents, the question of priority in each instance should be determined by the representative of the particular belligerent and the head of the department interested; and that the wooden-ship program should be pressed forward to the exclusion of all else not immediately and vitally necessary.

The Director read the following resolution, approved by the Advisory Commission at its meeting of April 26, 1917:

Whereas it has become increasingly evident that the problems of munitions supply are international rather than national, and that the standardization of military equipment must, to effect a minimum of confusion, and a maximum of efficiency both in production and in use, be viewed from this standpoint: Be it

Resolved, That the Advisory Commission believing this to be the psychological as well as the practical time for such action, urge upon the Council the creation

of a committee on international munition standards, whose duty it shall be to inquire into and report upon the feasibility of adoption of standards in arms and equipment among the allied powers, including especially the countries of North and South America.

The foregoing resolution was ordered to be referred to the War College as a committee to report to the Council.

The Director read the following resolution, adopted by the Advisory Commission at its meeting of April 26, 1917:

Resolved, That the Advisory Commission recommend to the Council of National Defense that the Council urge upon Congress the desirability of incorporating in all appropriations for the national defense, a clause granting to the President, for the duration of the war, power to transfer funds from the specific uses stated by Act to such other purposes within any Department, as may, in his opinion, be more essential to the national security and welfare.

The foregoing resolution was ordered laid on the table.

165 The Director read the following resolution, adopted by the Advisory Commission at its meeting of April 26, 1917:

Whereas it is essential to rapid progress in all lines of preparation in this country that an intimate detailed knowledge be had of the mature experience of foreign nations during two and one-half years of the European war; and

Whereas in the future conduct of the war there will be constant development in industrial and scientific lines with which it is of vital importance that this country keep informed; and

Whereas information of this kind may only be acquired and transmitted through personal contact upon the part of especially qualified persons expert in the subjects involved: Therefore be it

Resolved, 1st, that the Commission recommend to the Council of National Defense the institution of negotiations through the State Department looking toward the interchange with foreign countries involved in the war, of technical commissions composed of persons specially qualified to perform the service desired.

2nd, that suitable permanent quarters be arranged in both Paris and London, together with the necessary clerical and other personnel to meet the needs of the members of any technical commissions thus sent.

3rd, that there be associated with these commissions such qualified Americans residing abroad as may be deemed desirable, including the Military and Naval Attachés of our foreign embassies.

4th, that proper and adequate provision be made for meeting the necessary expense of the American commissions authorized and of the maintenance of the various headquarters therefor—it being understood that except in special instances the personnel of these commissions shall serve without salary.

Secretary Baker stated that conference with English and French representatives had developed the belief that the wisest and most advantageous course would be to have the foreign expert advisers stationed here, in intimate touch with our operations, and relieved at frequent intervals by others arriving fresh from activities abroad.

166 It was voted that the following additional members be appointed on the Commercial Economy Board: Mr. George Rublee and Mr. Henry S. Dennison.

The Director, at the request of the Advisory Commission, conveyed to the Council the Desire of Commissioner Gompers that the Council be present when the labor representatives sent here by foreign governments appear before the Committee on Labor of the Advisory Commission.

Chairman Denman, of the United States Shipping Board, then appeared before the Council, and discussed generally the situation with regard to shipping. He was requested to confer with General Goethals on the matter of construction of steel ships, and report to the Council at its next meeting.

Thereupon, at 1:00 o'clock p. m., the meeting adjourned until Monday, April 30, 1917, at 11:00 o'clock a. m.

Attest:

W. S. Gifford, *Director.*

167 Minutes of Meeting of the Council of National Defense, April 30, 1917

There was held a special meeting of the Council of National Defense, April 30, 1917, at 11:45 a. m., at the office of the Secretary of War. There were present all members of the Council except the Secretary of Commerce. The Director was also present.

Chairman Denman, of the United States Shipping Board, continuing his discussion of the shipping situation, stated that the Advisory Committee on Shipping was now arranging to divert certain coastwise tonnage to trans-Atlantic service to care particularly for the French movement, and that that Committee would report to him on May 1, when he would advise the Council of the progress made. He outlined the program of the Shipping Board, the enlargement of power contemplated and the appropriation needed, for all of which he asked the approval and support of the Council, and was assured by Secretary Baker of their active cooperation and assistance.

Secretary Houston read the draft of a proposed bill vesting emergency powers in the Council of National Defense under the direction of the President with relation to conservation and distribution of food supplies. Secretary Houston was authorized to submit the proposed bill to the President, with the approval of the Council.

Secretary Houston reported a conference with western milling interests, who assured him much of the recent increase in the price of wheat was due to restricted movement by reason of car shortage.

168 The Director was instructed to ask Chairman Millard, of the Advisory Commission, to confer with representatives of such milling interests with a view to arranging for preferential movement of wheat for domestic markets.

Secretary Baker suggested the wisdom of asking the Chamber of Commerce of the United States to communicate with the Chambers of Commerce of such cities as Chicago, Milwaukee, Cleveland, etc., with water facilities, to influence the movement by water rather than by rail of all the tonnage possible, in order to relieve the congestion by rail. It was agreed that Secretary Baker should communicate to this effect with the Chamber of Commerce of the United States.

The Director was requested to furnish each member of the Council with a draft of the proposed statement for the press concerning the control of venereal diseases and the regulation of the use of alcohol in the army and navy, that it might be considered by each and acted upon at the next meeting.

Thereupon, at 1:00 o'clock p. m., the meeting adjourned until Tuesday, May 1, 1917, at 11:45 o'clock a. m.

Attest:

W. S. Gifford, *Director.*

169 Minutes of Meeting of the Council of National Defense, May 1, 1917

There was held a special meeting of the Council of National Defense at the office of the Secretary of War, May 1, 1917, at 11:45 o'clock A. M. There were present all members of the Council except Secretary Houston. The Director was in attendance.

The Director read a report submitted by Messrs. Baruch, Coffin, and Martin as a special committee of the Advisory Commission, recommending that the present offices in the Munsey Building be retained. It was moved by Secretary Labe, and so voted, that the matter be tabled.

The Director suggested the advisability of his preparing, with the cooperation of the Departments of the Interior, Agriculture, and Commerce, a balance sheet showing in detail the natural resources of the country as contrasted with present and prospective needs as a means of allaying public hysteria over possible shortages. The Director was authorized to prepare such a statement, to be approved by the Council before being made public.

The Director read a telegram, of date April 23, 1917, from the San Francisco Chamber of Commerce to Secretary Baker concerning withdrawal from entry of certain California lands, thus rendering unavailable vast deposits of minerals. It was voted that the said telegram be referred to Commissioner Baruch.

The Director brought before the Council a draft of a proposed press statement prepared by Commissioner Martin, concerning the control of venereal diseases and the regulation of the use of alcohol in the army and navy.

170 The same was modified and approved in the following form:

THE CONTROL OF VENEREAL DISEASES AND THE REGULATION OF THE USE OF ALCOHOL IN THE ARMY AND NAVY

ACTION BY THE COUNCIL OF NATIONAL DEFENSE UPON RECOMMENDATION OF THE GENERAL MEDICAL BOARD

As a strict war measure, the Council of National Defense has taken decisive steps for the hygienic and mental welfare of the soldiers and sailors of the nation. It has struck at the presence of venereal diseases and at alcoholism in all military commands.

Guided by the General Medical Board, which is constantly studying medical problems in connection with the army and navy mobilization, the decisions of the Council are these: First, that, under military control, an effective zone shall be created about all military commands as the most practicable and effective measure to prevent venereal diseases. Second, that these military zones shall serve also as a means of control of alcoholic beverages to the troops. These decisions are reached by the Council after exhaustive study of conditions today among great European armies.

Zones about the military commands will therefore be created, and conditions in these zones will be guarded by military measures, so as to prevent the spread of veneral diseases. The two military arms of the government officially recognize that continence is compatible with health.

The Council also recommends, as a further solution to the problem, that all military commands be provided with good facilities for the recreation of the troops. It urges that all suitable athletics be encouraged.

The use of alcoholic beverages on the part of soldiers and sailors in military commands has long been under military control. But the creation now of these military zones will in effect extend such control over the troops when they are off duty and out of the commands.

"To face these ugly facts in an unflinching and no half-hearted fashion", said Dr. Franklin H. Martin, member of the Advisory Commission of the

171 Council of National Defense, "makes for the fighting power of the nation. But our troops are inseparably a part of our civic life, and a clean, wholesome, temperate life among these troops will in the end make for our civil advancement, compared to which the cost of the war is nothing. The whole nation is indebted to the General Medical Board for its thoroughgoing research and for its definite recommendations in the matter of real protection to our boys."

The members of the General Medical Board, together with the advisors present to consider these medical problems of mobilization and who have unanimously approved the recommendations, are as follows:

(HERE INSERT NAMES)

The Director introduced letters from Senator Pomerene, of date April 14, 1917; from E. W. Kellogg, of the Ohio State University, of date April 11, 1917; and from John J. Cushing, 37 Wall Street, New York City, of date April 23, 1917, concerning a project for utilizing the labor of German prisoners of war for agricultural purposes in the United States and Canada. The same was ordered to be referred to the Committee on Labor of the Advisory Commission.

The Director introduced a communication from the Acting Commissioner of Fisheries of the Department of Commerce, of date April 25, 1917, accompanied by telegram from Oregon canners, protesting against action of fishermen's unions in taking advantage of present unusual conditions to force an increase in the price of salmon. No action was taken.

The Director introduced a letter from Commissioner Baruch, of date April 27, 1917, asking for a ruling from the Attorney General as to the status of subcommittees of the Advisory Commission. No action was taken.

The Director read the draft of a proposed letter to be sent in reply to inquiries received concerning the maintenance of civic enterprises during the war. The following draft was approved:

172 Replying to your several letters setting forth confusion in the country regarding the necessity of maintaining the civic enterprises, I can advise you as follows:

The Council of National Defense recommends that the normal industrial and commercial life of the nation be disturbed only as may be found necessary for the prosecution of the war and that enterprises, both city and country wide, for the general development and betterment of the resources and health of the country should not be hastily suspended or abandoned.

Commissioner Martin then appeared before the Council and outlined the plan recommended by the General Medical Board of the Advisory Commission for sending abroad a commission of prominent medical experts. Action thereon was indefinitely postponed.

Secretary Redfield read a resolution adopted by the Washington Fishermen's Association offering their services to the Government, and urging national coordination of fishermen's activities. The Director was instructed to frame for the Council and transmit to the Washington Fishermen's Association a resolution recognizing the importance to the Government of the services tendered in the event of a national emergency such as exists abroad; and assuring them that they are under present conditions performing services of inestimable value in contributing to the food supply of the nation.

The director read a letter from the Naval Consulting Board, of date April 26, 1917, enclosing communications from the American

Camoufleurs, tendering their services and asking for official government recognition. The Director was instructed to inform them that the subject had been referred to the War College Division of the General Staff with request that when they had ended their
173 present active labors in connection with the military commissions now here from abroad a committee be appointed to confer with the American Camoufleurs with a view to studying their methods.

Thereupon, at 1:00 o'clock p. m., the meeting adjourned.

W. S. GIFFORD, *Director.*

174 Minutes of Meeting of the Council of National Defense, May 5, 1917

There was held the regular monthly meeting of the Council of National Defense, May 5, 1917, at 11:45 a. m., at the office of the Secretary of War. There were present all members of the Council and the Director.

Commissioner Martin, Dr. Rucker, and General Blue presented to the Council the following resolution:

The following resolution was adopted and presented by the Committee on Hygiene and Sanitation of the General Medical Board. On April 16, 1917, it was adopted by the Executive Committee of the General Medical Board, with the approval of the Surgeon General of the Army, the Surgeon General of the Navy, and the Surgeon General of the Public Health Service. The plan is one carefully worked out by Surgeon General Blue, of the Department of Public Health:

RESOLUTION TO ESTABLISH A RESERVE OF THE PUBLIC HEALTH SERVICE

Resolved, That for the purpose of securing a reserve for duty in the Public Health Service in time of national emergency there shall be organized under the direction of the Secretary of the Treasury, under such rules and regulations as the President shall prescribe, a reserve of the Public Health Service. The President alone shall be authorized to appoint and commission as officers in the said Reserve such citizens as upon examination prescribed by the President shall be found physically, mentally, and morally qualified to hold such commissions; and such commissions shall be in force for a period of five years unless sooner terminated in the discretion of President. Commissions in such Reserve shall not exempt the holder thereof from military or naval service.

It was voted that the foregoing resolution be approved.

The Director read the following excerpt from the minutes of the Advisory Commission of May 4, 1917:

175 Commissioner Gompers moved, and it was so voted, that in view of the fact that the original statement issued by the Council of National Defense adopting resolutions submitted by the Committee on Labor of the Advisory Commission concerning changes in industrial standards had caused general public misconception which had not been removed by the amplification published at a later date, it be recommended to the Council that the original declaration and the amplification thereof be printed together for general distribution, at a cost not to exceed $5,000.

With reference to the foregoing recommendation, it was voted that the Secretary of Commerce, the Secretary of Labor, and the Director be requested to arrange for the desired publicity through trade journals and labor publications, and also to take up with Mr. Creel.

The Director read the following resolution:

Resolved, That the General Munitions Board recommend to the Council of National Defense that authority be given this Board to create a Compensation Committee with authority to establish forms and methods of compensation in connection with cost-plus-percentage contracts; such Board also to adjust the differences which will arise from time to time on such contracts.

It was moved by Secretary Lane, and so voted, that the Council of National Defense empower the General Munitions Board to appoint a committee to devise methods by which costs may be ascertained.

The Director read the following resolution:

Whereas in view of the fact that the National Research Council, through its Military Committee and its Committees on Physics, Chemistry, and Engineering, and its special Committees on Aeronautics, Nitrate Supply, Optical Glass, and Noxious Gases, is engaged in various investigations having a direct bearing upon the work of the General Munitions Board: Now, therefore, be it

Resolved, That the General Munitions Board approve the recommendation that the Research Council be represented upon the Board and ask authority of the Council of National Defense to appoint such a representative.

176 It was moved by Secretary Wilson, and so voted, that the foregoing resolution be adopted.

The Director read the following resolution:

Resolved, That the General Munitions Board recommend to the Council of National Defense that this Board be authorized to create a priority committee as one of the subordinate organizations of the Council of National Defense of the General Munitions Board with authority to establish priority between the general demand for material within our own country, this to supplement the authority the General Munitions Board now has to establish priority between Departments of the Army and Navy.

It was moved by Secretary Houston, and so voted, that the Director be requested to advise the General Munitions Board that the President is now considering plans of the same general nature, pending the further development of which the Council will defer action, and that in the interim if the General Munitions Board will more definitely amplify its recommendation it will aid the Council in its later consideration of the subject.

Thereupon Secretary Lane referred to the desire of Chairman Willard that a committee be created with authority to determine priority in transportation. It was voted that pending development of the plan now under consideration by the President a temporary committee be appointed consisting of representatives of the Departments of Agriculture, Interior, and Commerce, and of the General Munitions Board to consult with the Transportation Committee of the Advisory Commission in the determination of priority of shipments.

The Director referred to a plan for the creation by the Council of National Defense of a National Board of Labor Adjustment,
177 which had been under consideration by the Advisory Commission but had not been adopted. It was moved by Secretary Houston, and so ordered, that the matter be referred to the Secretary of Labor for consideration and recommendation.

Secretary Wilson stated that after conference with Commissioner Gompers he recommended the appointment of Miss Agnes Nestor, of the Woman's Trade Union League, of Chicago, as a member of

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the Committee on Women's Defense Work. Upon motion of Secretary Wilson, it was so ordered.

Thereupon, at 1:00 o'clock p. m., the meeting adjourned.

Attest:

W. S. GIFFORD, *Director.*

178 Minutes of Meeting of the Council of National Defense, May 8, 1917

There was held a special meeting of the Council of National Defense May 8, 1917, at 11:45 o'clock a. m., at the office of the Secretary of War. All members of the Council and the Director were present.

The Director presented the following questions propounded by State Governors and their representatives at the national defense conference held in Washington, May 2 and 3, 1917.

Question. Does the Council of National Defense recommend that State Councils shall encourage economy and discourage extravagant living and the purchase of luxuries among the people of their respective states?

Answer. Yes.

Question. What does the Council of National Defense recommend to the states in regard to the postponement of state or municipal works now under way and not of pressing importance?

Answer. This is not a matter that admits of a simple answer. The discontinuance of work now under way would have to be determined by the pressure of existing circumstances and other activities in the same locality that should be given priority. Generally speaking, nothing now under way should be abandoned except under pressing necessity; nor should new projects be started not of pressing importance.

Question. Does the Council contemplate the organization of a National Civilian Reserve or Industrial Army or any special corps of trained workers; and, if so, is the Council prepared to outline the part the State Councils
179 shall play therein?

Answer. The Council does not contemplate such an organiaztion at present. It feels that nothing should be done in that direction until it is demonstrated that the labor problem cannot be handled through the perfection of organization now under way through the Departments of Agriculture and Labor.

Question. Does the Council desire at this time a State census of men for either military or industrial service supplementary to the Federal registration?

Answer. Not for the present. Such a census is not needed just now and, when completed and ready for use, would soon be obsolete, owing to rapidly changing industrial conditions.

Question. Does the Council desire the States at this time to make an industrial survey?

Answer. Not for the present. The information already in the hands of the Council is deemed sufficient for present needs.

Question. Does the Council contemplate the establishment of minimum or maximum food prices in the immediate future, if authorized by Congress?

Answer. The Council may, in certain contingencies, fix either or both minimum and maximum prices, if authorized by law; but until legislation is passed it is impossible to make a definite statement.

Question. Does the Council favor as a war measure the immediate putting into effect of a program of daylight saving similar to the program adopted by most European countries?

Answer. The Council, after serious consideration, has decided against its adoption as a war measure.

180 Question. Will the Council recommend that the Governors of the States ask by proclamation for the suspension of certain lines of activity not required for Government or other necessary purposes for limited periods, in order that the people engaged therein may assist in gathering the crops?

Answer. Possibly; but a definite answer cannot be given at this time.

Question. Many state legislatures will adjourn shortly. Does the Council wish to recommend or suggest any state legislation on account of the present national emergency?

Answer. The Council has already suggested the placing in the hands of the Governor power to suspend the operation of labor laws relative to change of standards, etc., for a specified period not longer than the duration of the war. Whatever legislation is needed to meet local conditions, the states should proceed with; but the Council has no general program of state legislation to offer at this time, further than the suggestion heretofore made.

The Director read the following resolution:

Resolved, That the Advisory Commission be requested to furnish the Director, and to notify their subcommittees to furnish the Director, in triplicate, a brief report, on Saturday of each week, showing the work accomplished and that planned for the immediate future; and be it further

Resolved, That the boards and sections of the Council be directed to furnish the Director, in triplicate, a brief report, on Saturday of each week, of the work accomplished and that planned for the immediate future; these reports to be a means of avoiding conflict of endeavor, to assist in efficient coordination of work, and to be kept on file as part of the records of the Council of National Defense.

It was so voted.

The Director introduced a request of the Committee on
181 Women's Defense Work that they be authorized to employ a secretary at a salary of $5,000 per annum. It was ordered that the employment of such a secretary be authorized at a salary not to exceed $3,000 per annum.

The Director referred to the desire of Mr. Hoover for an expression from the Council outlining his duties as Chairman of the Committee on Food Supply and Prices. The Director was instructed to invite Mr. Hoover to be present at the next meeting of the Council.

Secretary Wilson suggested the advisability of giving the English labor delegation an opportunity to appear before the Council. Thereupon, Secretary Houston moved, and it was so voted, that Secretary Wilson make the necessary arrangements.

The Director read a letter, of date April 11, 1917, addressed by Representative Medill McCormick to Secretary Tumulty, concerning the dismissal of aliens from private employment. It was the sense of the meeting that no reply could be made save to call attention to that portion of the President's proclamation with reference thereto. The Director was requested to ask Mr. Creel to publish in his bulletin some diplomatic reference to the President's expression on the subject.

The Director introduced a proposed plan for a National Service Reserve submitted by the National Committee of Patriotic and Defense Societies. The Director was requested to draft a letter, for the signature of the Secretary of War, stating that in the opinion of the Council such a plan, to be effective, must be nation-wide and comprehensive in its scope and should be developed by the Government, with the cooperation of private agencies, with a view to meeting the needs of the situation as a whole but that for the present further consideration or progress in that direction was deemed inexpedient.

182 The Director referred to a letter, of Date April 26, 1917, from S. H. Wolfe, Consulting Actuaries, 165 Broadway, New York City, concerning prohibitive additional premiums contemplated by insurance companies on war risks. It was ordered that

the matter be referred to the Secretary of Commerce for investigation and report.

Thereupon, at 1:05 o'clock, p. m., the meeting adjourned.

Attest:

W. S. GIFFORD, *Director.*

183 Minutes of Meeting of the Council of National Defense, May 9, 1917

There was held a special meeting of the Council of National Defense, May 9, 1917, at 11:45 o'clock a. m., at the office of the Secretary of War.

There were present all members of the Council and the Director.

The meeting was addressed by Mr. Herbert C. Hoover, concerning food problems in Europe.

Thereupon, at 1:00 o'clock p. m., the meeting adjourned.

Attest:

W. S. GIFFORD, *Director.*

184 Minutes of Meeting of the Council of National Defense, May 10, 1917

There was held a special meeting of the Council of National Defense May 10, 1917, at 11:45 a. m., at the office of the Secretary of War. There were present all members of the Council except Secretary Lane; Commissioners Baruch, Martin, Gompers, and Godfrey; the Director and the Secretary; also Sir Arthur J. Balfour; C. W. Bowerman, M. P.; James H. Thomas, M. O.; Joseph Davies; and H. W. Garrod.

The meeting was addressed by Mr. Thomas, who described at length the successive steps in the relation of union labor to the Government from the outbreak of the war.

It was decided to hold a joint meeting of the Council and Advisory Commission on Monday, May 14, 1917, at 11:15 a. m., to hear others of the labor representatives.

Thereupon, at 1:00 o'clock p. m., the meeting adjourned.

Attest:

W. S. GIFFORD, *Director.*

185 Minutes of Joint Meeting of the Council of National Defense and the Advisory Commission, May 14, 1917

There was held a special joint meeting of the Council of National Defense and the Advisory Commission May 14, 1917, at 11:15 a. m., at the office of the Secretary of War.

There were present Secretary Daniels, Secretary Lane, Secretary Redfield, and Secretary Wilson, of the Council; Mr. Gompers, Dr. Godfrey, and Dr. Martin, of the Advisory Commission; the Director; and Messrs. C. W. Bowman, M. P.; James H. Thomas, M. P., Joseph Davies, and H. W. Garrod.

The meeting was addressed by Messrs. Bowerman, Garrod, and Davies concerning labor problems in Great Britain during the war.

Thereupon, at 1:15 p. m., the meeting adjourned.

Attest:

W. S. GIFFORD, *Director.*

186 Minutes of Meeting of the Council of National Defense, May 15, 1917

There was held a special meeting of the Council of National Defense May 15, 1917, at 11:45 o'clock a. m., at the office of the Secretary of War. There were present all members of the Council except Secretary Houston. The Director was present.

Secretary Wilson referred to the numerous communications received by the Department of Labor from mine operators urging action by the Government to discourage the enlistment of miners, which threatens to seriously handicap the coal industry. Secretary Lane stated his Department was receiving many similar requests. The Director referred to a resolution passed by the Committee on Coal Production of the Council of National Defense on May 10, 1917, recommending the exemption of coal miners from enlistment and urging the inadvisability of recruiting in the mining districts.

The Director read a letter, of date May 12, 1917, from Major Pierce, of the General Staff, as follows:

> General complaints have been received from manufacturers of munitions and from the managers of other industries, such as transportation, that many important employees are volunteering for service in the Army and Navy, to the great detriment of Government work on hand.
>
> Mr. Grace, of the Bethlehem Steel Company, stated that recruiting parties are proselyting among their workers at the very gates of the plant, that some three hundred men have already enlisted, and that if this is not checked the production of important governmental work will be seriously affected.
>
> 187 In view of all the facts in the case, the General Munitions Board recommends that the matter be presented to the Council of National Defense, with the request that instructions be issued to recruiting parties of the Army and Navy not to proselyte in the immediate vicinity of plants engaged on Government work. It is also recommended that a letter be sent to the recruiting officers of the Army any Navy to the effect that it is not the policy of the Government to encourage the voluntary enlistment of men important to the industrial life of the nation.

The Director also read the following resolution adopted by the General Munitions Board May 12, 1917:

> Whereas recruiting for the Army and Navy is now being vigorously pursued in the immediate vicinity of plants engaged in the manufacture of munitions for the United States Government, with the effect that the organization of such plants is being seriously impaired, it is
>
> *Resolved*, That the General Munitions Board again bring to the attention of the Council of National Defense the importance of immediate steps being taken to improve these conditions.

It was agreed that it would be inadvisable to take formal action before pending legislation passes Congress, but that Secretary Baker and Secretary Daniels would relieve the situation so far as at present practicable by means of instructions to their recruiting staff.

The Director read the following report of the General Munitions Board of date May 15, 1917, signed by F. A. Scott, Chairman:

> The General Munitions Board began its work under orders of the Council of National Defense on April 9th, 1917. Its field of work has been somewhat enlarged by the Council since that date, and it is thought desirable at this time to report in outline to the Council the general scope of its operation and some of the results accomplished.
>
> 188 It should be remembered that prior to the organization of the Board the War and Navy Departments were competing with each other in the open market and even within these two great Departments certain subdepartments were competing with each other.

The work of coordinating the Departmental buying, of course, eliminated all important cases of this nature.

The method adopted was simply to furnish a clearing house for the orders that involved material in which a national shortage existed or was anticipated. Where manufacturing facilities were insufficient, the Board directed is efforts to developing new facilities.

Subjects dealt with and some of the results obtained are as follows:

Small Arms—Rifle Contracts.—Conferences with manufacturers held; enough capacity to supply 1,000,000 men developed; contract form drawn satisfactory to and signed by Chief of Ordnance.

Small Arms—Ammunition Contracts.—Contracts covering supply of ammunition for small arms have been drawn and a sufficient amount and suitable deliveries have been secured.

Artillery Ammunition.—Conferences with manufacturers held; general price situation discussed; specifications in some cases modified; sufficient supply developed; and type of contract to be used arrived at.

Gun Forgings.—Conferences with manufacturers held; expansion of manufacturing facilities developed; method for reimbursing manufacturers for expansion satisfactory to manufacturers arranged for; manufacture of guns already begun.

Machining of Gun Forgings 3" to 6".—Conferences with manufacturers held; possible sources of supply discovered and developed; sufficient facilities found.

Gun Carriages, Limbers, Caissons, Forge Wagons.—Conferences with manufacturers held; sources of supply developed; and raw material secured, including wood for spokes.

Military Vehicles, aside from Motor Transport; Timber for above.—Conferences with manufacturers held; sufficient sources of supply developed; specifications modified and standardized; seasoned timber secured.

Motor Transport, including Ambulances and Armored Cars.—Confer-
189 ences with manufacturers held; standardization of types secured; supply of material for ambulance bodies arranged for. A satisfactory production of armored cars was arranged for by the Ordnance Department.

Machine Guns.—A reduction in prices to be paid for machine guns needed for the Army and Navy has been secured, accomplished by conferences with manufacturers. A committee has been formed for the purpose of increasing production of these guns.

Armor-Piercing Shells.—A method of payment on the various size projectiles was developed and suggested as fair and just.

Cotton Duck for Tentage—Cots and Infantry Equipments.—Instructions were issued to manufacturers of cotton duck creating a sufficient supply of duck for haversacks in time to meet the needs of the Army and authority given to the Committee on Supplies to enter into contracts covering cots and infantry equipments.

Raw Materials, including Metals, Lumber, Leather, High Explosives.—Committees on these subjects have taken the necessary steps towards securing a sufficient supply.

Medical Supplies, including Surgical Instruments.—Conferences with manufacturers were held and means for reducing the requirements of the Civil and Army and Navy branches to a minimum were discussed. The supply of surgical instruments, etc., is being arranged for.

Stores Committee—Work.—The Committee on Storage and Storage Arrangements has arranged for the tuition of large numbers of men anxious to enter the storage branch of the service; storage bases have likewise been developed.

Building Committee—Cantonment Work.—Form of contract has been drawn by this Committee satisfactory to Quartermaster's Department and contractors. Certain suggestions have likewise been submitted to facilitate construction and create a saving.

Optical Glass—Military Instruments.—After thorough investigation the Committee on Optical Glass reported that there was a shortage of this material and are now engaged in standardizing and eliminating instruments not absolutely necessary from the requirements.

Recommendations of fair and just prices.—The Board has been called upon to make recommendations upon prices submitted the Army and Navy and Quartermaster's Department as to whether these prices were fair and just. In each case these recommendations have been made.

190 *Adjustment with British Government on Small Arms Factories in this country.*—An adjustment has been made with the British Government covering purchase by the United States Government of machinery and equipment in British Small Arms Factories in this country.

Price Committee of Council of National Defense.—The Chairman of the Board as a member of the Special Price Committee of the Council of National Defense has recommended certain policies to be carried out in the treatment of the manufacturing interests of this country.

Program of conferences with English Commissioners.—The Secretary of this Board has arranged program of conferences between representatives of various War and Navy Departments and the visiting British Commissioners.

Establishment of Precedence in Machine Tool Orders and demand for other material.—In cases when called upon by the Army or Navy this Board has instructed certain manufacturers to give precedence to machine tools desired in connection with urgent Governmental work; and likewise has decided between the needs of private industry and those of the War and Navy Departments.

Investigation of Gauges.—A Committee of this Board has investigated the status of military material in this country and in Canada; arrangements have been made with the Bureau of Standards for calibrating gauges and for the care and custody of master gauges.

Compilation of Statistics.—A list of approximately 660 manufacturers of munitions and kindred articles has been prepared and submitted to the War and Navy Departments for their guidance in purchasing such materials.

The Director was instructed to advise the General Munitions Board that the Department of Commerce is in communication with optical glass manufacturers with a view to stimulating the production.

Secretary Wilson stated that the Deparment of Labor is in receipt of complaint that nonunion shoe manufacturers, particularly in New England, are being discriminated against in the placing of Government contracts. The Director was requested to speak to Mr. Rosenwald regarding the matter.

The Director read the following recommendation from the
191 Special Price Committee regarding a public announcement as to the policy of the Government in connection with prices:

It is the policy of the Government to purchase raw materials and finished products of all kinds at fair and just market prices to be based on producing conditions in any given industry. This has been the policy of all warring nations.

To attempt to fix arbitrarily a uniform level of prices would raise many problems in equity and would involve a world of detail connected with the prices of all items that go into a given finished product, including labor.

What is more desirous now is maximum production and prompt delivery of proper storage. Prices paid by our industries and our people as well as the Government of the United States and the Allies should be on the same basis. Purchases for the United States and the Allies should be made through a central agency.

Speculative manipulation or withholding from use for speculative purposes or the clogging of channels of distribution will not be permitted.

The use of railroad cars as warehouses and especially such use for the speculative holding of commodities out of use will not be permitted.

The Government should have authority to fix guaranteed minimum prices on stable products for the purpose of encouraging production and to fix maximum prices on such products if this becomes necessary to prevent control or manipulation.

Price regulation should not be necessary. Production should be adequately stimulated and industry and business enterprise fairly and justly rewarded if the channels of distribution are kept free and open and any practices of speculative manipulation or withholding for speculative purposes are prohibited. Fair and just prices involving fair and just profit to producers and manufacturers would naturally follow and with such guarantees of open, unmanipulated market, maximum production need not hesitate. This will be the Government's policy.

The Chairman was requested to take the matter up with the President.

It was moved by Secretary Lane, and so voted, that here-
192 after, and beginning Wednesday, May 16, until such time as the accumulation of pending business is disposed of, the Council shall meet daily at 4:30 o'clock p. m.

Thereupon at 1:00 o'clock p. m., the meeting adjourned to Wednesday, May 16, 1917, at 4:30 p. m.

Attest:

W. S. GIFFORD, *Director.*

193 Minutes of Meeting of the Council of National Defense, May 16, 1917

There was held a special meeting of the Council of National Defense on May 16, 1917, at 4:30 p. m., at the office of the Secretary of War. There were present all members of the Council except Secretary Redfield. The Director was present.

Proposed answers to questions propounded by State Councils of Defense at the recent conference in Washington were further discussed. It was agreed that the answers framed by the Director be adopted by the Council and communicated by the Director to the State Councils of Defense.

The Director was requested to ascertain from Chairman Denman, of the Advisory Committee on Shipping, the present status of the shipbuilding program.

The Director read the following letter, of date May 13, 1917, from Herbert C. Hoover:

I present herewith a memorandum in summary of the statements which I made before you and the recommendations which I gave as to the measures necessary for the control of food supplies in this national emergency.

I understand from the Council that my services are limited to the presentation of this information and recommendations, and I trust that I have acquitted myself of my duty upon furnishing this memorandum.

If at any time the Government should desire further advice from me as to means and measures, I feel that these could be best presented in connection with special problems, as it must be obvious that no single experience in Europe can be applied to American conditions without adaptation. I think you will agree
194 that this is not the time or place to set out voluminous details of European experience. My recommendations are summed up in the necessity of an immediate, powerful, and independent administrative organ of Food Control.

The Director was instructed to acknowledge receipt of the foregoing, express the appreciation of the Council, and state that the Council concurs in the view stated by Mr. Hoover, i. e., that the further pursuit of the question must await determination by Congress of the distribution of power.

Commissioner Coffin then presented the members of the Aircraft Production Board to the Council, and read a resolution setting forth the tentative organization, personnel, and program of the Board, of which he asked the Council's approval. Mr. Waldon and others then explained the proposed program in detail.

It was moved by Secretary Lane, and so voted, that the Council approve that part of the aforesaid resolution dealing with personnel, reading as follows:

Whereas in accordance with that resolution (resolution passed by the Council of National Defense, April 12, 1917, creating the Aircraft Production Board) Commissioner Coffin suggests the appointment of the following Board: Brig. Gen. George O. Squier, C. S. O.; Rear Admiral Taylor, Bureau of Construction; Mr. S. D. Waldon; Mr. E. A. Deeds; Mr. R. L. Montgomery; and such additional appointments as future developments may make necessary or desirable.

It was the sense of the meeting that the Council approved the program as outlined, and the intent of the resolution as ex-
195 plained by Mr. Coffin, but that the language of the resolution should be modified to definitely remove the possibility of a construction of any delegation of power to the Aircraft Production Board, or that it is organized in any but an advisory capacity. The Board was accordingly asked to redraft the resolution and submit to the Council for approval.

Thereupon, at 6.30 o'clock p. m., the meeting adjourned until Thursday, May 17, 1917, at 4.30 o'clock p. m.

Attest:

W. S. GIFFORD, *Director.*

196 Minutes of Meeting of the Council of National Defense, May 17, 1917

There was held a special meeting of the Council of National Defense May 17, 1917, at 4.30 o'clock p. m., at the office of the Secretary of War. There were present Secretary Daniels, Secretary Lane, Secretary Wilson, and the Director.

The Director read the following resolution, proposed by Colonel George H. Webb, the Rhode Island Representative, and seconded by Governor Harding, of Iowa, and unanimously adopted at the close of the National Defense Conference in Washington, May 3, 1917:

We, the representatives of the various States of the Union, assembled here in conference by invitation of the Council of National Defense, desire to express our appreciation of the opportunity the Council has given us to become more familiar with the herculean task they are performing and the magnitude of the patriotic work they are accomplishing.

We desire also to express our entire confidence in their ability to carry to a successful fruition their organized endeavors to assist the Government of the United States in the present emergency, and to pledge each our several states to the fullest cooperation in any direction which may suggest itself to the Council of National Defense wherein we as units may be now, or may hereafter, become helpful in this their great national undertaking.

Secretary Daniels was requested to communicate with Senator Swanson with a view to having the aforesaid resolution inserted in the Congressional Record.

The Director was instructed to prepare and have ready for
197 submission to the Council at its meeting of May 21, 1917, a complete account of the various activities of the Council, Advisory Commission, and the subcommittees and boards organized thereunder, stating the purposes of their organization, program contemplated, and actual accomplishments, illustrated by some striking, concrete example in each instance, such account to be prepared with a view to its most effective use in presenting Congress and the public with an adequate and true conception of the purposes and accomplishments of the Council of National Defense.

The Director recommended to the Council that the following announcement be published in the Official Bulletin:

All applications for civilian employment with the Government of the United States should be made to the Civil Service Commission. Any applications received by Government departments may be referred by those departments to the Civil Service Commission for acknowledgment and proper action. This is not a request or invitation to apply. If the Government needs men, it will make specific call through the Bulletin or other proper channels.

It was approved that the Civil Service Commission be the Department to which all applications for positions should be referred; and the foregoing announcement of this policy was ordered to be referred to Secretary Wilson for certain modifications.

The Director read the following report, of date May 12, 1917, from the Commercial Economy Board, signed by A. W. Shaw, Chairman:

1. *Delivery Economies.*—Secretary Redfield recently stated that his investigations indicate that cartage and delivery costs in the United States exceed the total expenditures for freight. Other investigations have shown that there are opportunities for large economies in the delivery service of retail stores. Consequently, the Commercial Economy Board has undertaken an investigation to determine how men and equipment may be released for Government
198 service and other necessary work, by instigating economies in delivery.

An investigation has already been made by an agent of the Board among local retail stores. An agent is now in Philadelphia continuing the inquiry there. He will go to New York at the end of this week. The advices of representative wholesalers and retailers has already been obtained.

The Massachusetts Committee on Public Safety is gathering information for the Board, amount of delivery equipment used by retail grocers in that state, and it is expected that the other Public Safety Committees in New England will furnish some information from their States. A questionnaire will be mailed to representative retail grocers, department stores, and other retail establishments early next week.

2. *Department store economies.*—In addition to delivery economies, there are apparently opportunities for large savings in the department stores and other large retail establishments. A conference was held in Washington on April 18, with representatives from several states. At this conference the opportunities for economy were discussed, and the problems confronting these businesses taken up. One of the department-store men who attended this conference has furnished the Board with detailed information regarding eight stores.

The Secretary of the National Retail Dry Goods Association has conferred with the Board and he has already issued a statement suggesting careful consideration of these problems by members of his Association. An investigation has been made among the local department stores and large specialty stores. The agent of the Board who is now in Philadelphia, and who is going to New York next week, is giving especial attention to the department-store problems. Another agent will go to Pittsburgh, Cincinnati, and Nashville next week for an investigation of conditions in those states. The questionnaire for department stores referred to under "Delivery Economies" will also cover returned goods, economies in wrapping, better distribution of shopping during store hours, selecting and training employees, and desirability of style control.

3. *Bakers.*—On April 30 letter was received from Dr. Brand, Chief of the Bureau of Markets, Department of Agriculture, enclosing a letter from a baking company in which certain opportunities for economy were pointed out. It is a practice of bakers, at least in certain cities, to take back considerable quantities of unsold bread from retailers, and resell such bread for chicken or hog feed. An agent of the Board made a careful inquiry among the baking companies in Washington and found that the practice of taking back unsold bread had been discontinued May 1, 1917. A questionnaire was sent out
199 May 9 to four hundred and sixty bakers in all parts of the United States to obtain information regarding their practice. (A copy of this questionnaire is attached.) The returns are already coming in, and a report will be made in a few days. It appears that there is an opportunity for considerable saving by eliminating this return percentage.

4. *Wholesale Grocers.*—On April 26 a conference was held in the office of the Board with the officers of the National Wholesale Grocers Association, regarding the opportunities for economy in wholesale and retail grocery businesses. The President of the Association has had another conference with representatives of the Board and has sent out to wholesalers and retailers throughout the country a list of questions which were suggested at these conferences. A meeting of the Executive Committee of the Wholesale Grocers Association is to be held in Atlantic City May 18, and Dr. Copeland will attend as representative of the Board.

5. *Shoe Wholesalers.*—On May 5 a conference was held at the office of the Board with shoe wholesalers, in which the opportunities for economy in their business were discussed. Within a few days an inquiry will be made in nearby cities and after that is completed, a questionnaire will probably be sent to all shoe wholesalers in the United States, calling special attention in this wholesale shoe inquiry to the problem of style control.

Dean Gay, a member of the Board, has had some preliminary consultations with representative shoe manufacturers in Massachusetts to discuss the problems involved in reducing the number of new styles put out during the war. This investigation will probably be taken up formally by the Board in a short time.

6. *Garment Manufacturers and Merchants.*—The problem of style control in garment business will also be taken up soon. Some preliminary consultations have been held.

7. *European Experience.*—The Board has already gathered some information regarding European experience in dealing with the commercial and industrial problems arising out of the war. Numerous trade papers have furnished the Board with copies of articles that they have published, or that are available in their files. Articles of interest to their Committees and Boards, under the Council of National Defense, have been forwarded to them. Plans are under consideration for a thorough-going inquiry into this European experience.

200 8. *Clerical Economies.*—It is to be expected that a conference with representatives of the National Credit Men's Association will be held May 23 to discuss opportunities for economy in office work.

9. *Operating Expense.*—As soon as opportunity offers, uniform accounting systems will be prepared for representative trades to be used as a basis for accounting information on operating expense. This information is necessary in order to establish standards and determine where further economies can be made.

The Director read a telegram, of date May 11, 1917, from the American Ambassador at Stockholm, concerning present conditions in Germany.

The Director brought to the attention of the Council the letter of James M. Lynch, of the New York State Industrial Commission, asking advice concerning application of the American Can Company for a relaxation of the New York day of rest law (said letter being set forth at length in the Council minutes of April 21, 1917), which was referred to the Advisory Commission (who had in turn taken up with Secretary Redfield, but no final decision reached as to the reply to be made to Mr. Lynch.

It was ordered that the foregoing matter be referred to Secretary Wilson to dispose of in consultation with Secretary Redfield.

The Director stated that, pursuant to request of the Council, he had made inquiry of Chairman Denman, who assured him that the program for wooden shipbuilding, as well as for steel shipbuilding, was proceeding as rapidly as possible, there being no delay in carrying out the program save that incident to obtaining Congressional appropriations.

The Director read the following resolution adopted by the Committee on Coal Production May 10, 1917:

201 Whereas it is essential both for the efficient conduct of the war and for the safeguarding of life and property in the United States during the war that the traffic in explosives be under the control of the Federal Government; and

Whereas there has been introduced in the Congress of the United States a Bill known as "H. R. 3932", for the purpose of regulating the traffic in and use of explosives during the war: Be it therefore

Resolved, by us, The Committee on Coal Production of the Council of National Defense, That we heartily indorse the legislation proposed by the said Bill H. R. 3932, and urge its adoption by the Congress of the United States.

The Director stated his motive in bringing the foregoing resolution to the attention of the Council was to illustrate the question frequently raised by Senators and Representatives as to why the Council of National Defense, as a war council, did not present its views to Congress as to legislation necessary as war measures.

Secretary Lane moved, and it was so voted, that the aforesaid resolution be transmitted, with the endorsement of the Council, to the appropriate Congressional Committee.

In connection with legislation necessary as a war measure, Secretary Wilson agreed to bring in for consideration of the Council at a subsequent meeting recommendations as to the needs of the Labor Department.

The Director read a letter, of date May 7, 1917, from L. H. Baekeland, referred to the Council by Dr. Millikan, of the National Research Council, protesting against a proposed war tax of 25 cents a gallon on denatured alcohol. The said letter was ordered referred to the Secretary of the Treasury.

Thereupon, at 6:00 o'clock p. m., the meeting adjourned to May 18, 1917, at 4:30 o'clock p. m.

Attest:

W. S. GIFFORD, *Director.*

202 Minutes of Meeting of the Council of National Defense, May 18, 1917

There was held a special meeting of the Council of National Defense, May 18, 1917, at 3:45 o'clock p. m., at the office of the Secretary of War. There were present all members of the Council, and the Director.

Action taken at the preceding meeting of the Council, as set forth in the minutes of May 17, 1917, was unanimously approved.

The Director read the following resolution, which is a revision of the resolution presented to the Council May 16, 1917, by Commissioner Coffin, as Chairman of the Aircraft Production Board:

Whereas on April 12, 1917, a resolution was passed by the Council of National Defense:

Resolved, That Commissioner Coffin be asked to take the chairmanship of the Aircraft Production Board, as outlined in letter of April 10, 1917, of Dr. C. D. Walcott, Chairman, Executive Committee, National Advisory Committee for Aeronautics (quoted below), the personnel of which he shall select:

"The National Advisory Committee for Aeronautics have the honor to recommend to the Council of National Defense that a board be appointed by the Council of National Defense to be known as the Aircraft Production Board.

"The function of this Board shall be to consider the situation in relation to the quantity production of aircraft in the United States, and to cooperate with the officers of the Army and Navy, and of other Departments interested in the production and delivery to these Departments of the needed aircraft in accordance with the requirements of each department"; and whereas, in accordance with that resolution, the situation has now been thoroughly investigated and a plan for the execution of the work developed; Be it therefore

Resolved, That the Council authorize this Board as organized by Commissioner Coffin to proceed with this program in accordance with the plan hereinafter set forth;

203 Organization: It shall organize its assistance in advising the departments along the following lines:

1. Engineering: To cooperate with the Plane and Engine Design Departments of the Army and Navy with all manufacturers, engineering laboratories, private, individual, etc., to advance the science of aviation and aerostation and to stimulate the production of a better type of aircraft.

2. Specifications and Standardization: To advise and assist in such standardization of material and parts and, as far as is practicable, of types of aircraft as will aid in increasing the productive capacity of the industry in the most efficient forms of aircraft.

3. Production: To investigate the source of supply of aircraft of all kinds and the materials entering into them, and to assist in the formulation and execution of such plans as may be necessary to enable the Government to purchase all kinds of aircraft of the types and in the quantities desired.

This will cover advice in connection with—

(a) Coordination of designs of all aircraft matters through the officers of the allied countries stationed here for that purpose.

(b) Arrangements with existing American factories as to kinds of aircraft best suited to their organizations and facilities and quantities to be built by them.

(c) Suitable arrangements when necessary to advance Government funds where larger contracts are considered than can be privately financed or to make arrangements on a cost-plus basis.

(d) Utilization of such idle facilities and creation of such new sources of supply as in the judgment of the Board are necessary to meet the needs of the Government.

4. Inspection: To cooperate with the inspection organizations of the Army and Navy and to assist in coordinating their present systems of inspection, to the end that, if possible, there be one system, one standard, and one organization for the inspection of aircraft in this country.

5. Aviation Schools: Following the selection of sites by the Military Departments, to advise in regard to buying or leasing the land, preparing it for use, and erecting all buildings.

6. Supply Depots: Following the approval of sites, to advise in regard to leasing the land, erecting the necessary buildings.

204 7. Priority: To advise regarding priority of deliveries of aircraft material as between the Departments in accordance with a general policy as determined by the council of National Defense.

The foregoing resolution was approved.

Chairman Baker reported the result of his interview with the President concerning the public announcement as to the policy of the Government in connection with prices, recommended by the Special Price Committee, and set forth at length in the minutes of May 15, 1917. It was agreed that the Council should take no action in reference to the price question, pending its consideration by the President and Congress.

The following resolution was adopted:

Resolved, That the representatives of the Departments of Agriculture, Commerce, and Interior already delegated to serve with the Railroad Committee on a temporary committee on priority be called upon by the Priority Committee of the General Munitions Board to sit with them, whenever necessary, to pass upon matters of priority other than those pertaining to the Army and Navy.

It was agreed that for the present questions of priority affecting civilian needs in which the Army and Navy are not involved should be referred for determination to the Priority Committee of the Gen-

eral Munitions Board. It was decided that the placing of authority for the determination of questions of priority as between the Allies and our civilian needs should be deferred until development of the general plans now under consideration.

The Director read the following letter, of date May 10, 1917, from Commissioner Baruch:

I desire to bring to the attention of the Council of National Defense the increasing difficulties of obtaining raw materials. A typical instance of this is the enclosed letter addressed to me in reference to lead, in which it is
205 shown that unless definite power is given, and immediate steps taken, a situation which is already bad enough will become even worse. We have the same situation in Pig Iron and many other things that are necessities basic to the winning of the war. This definite power must be broad enough to requisition or commandeer and fix prices and conditions where necessary.

I also enclose for your information copy of a letter from the Lumber Committee, which shows the desirability and absolute necessity of buying lumber through one central agency. This applies with equal force to all purchases. In addition to the purchases for the Army and Navy, there looms up also the purchases for the Shipping Board for the building of new wooden and steel ships—and perhaps for the Allies.

The greater the centralization and power given to such Purchasing agent, or agency, the greater the saving in money and time, the latter of which is of far greater importance, in my opinion, than the former. Delay is making for chaotic conditions in the markets. Might I suggest that this is not alone important from the standpoint of the purchasers but important from the standpoint of preserving the only reservoir of credit which is left for us and our Allies to draw upon?

As further withdrawals of men are made for the Army and Navy conditions are bound to get worse, as it will result in a withdrawal of these men from their fields of activity and at the same time our demands for materials must increase. This will result in a further shortage of labor and material.

In my opinion there are two ways of meeting this situation. First, by decreasing the consumption; and, secondly, by increasing the production. I suggest as being absolutely necessary the stoppage of everything, public or private, not necessary to the winning of the war, such as new buildings (not in course of construction), improvements, highways, and roadways. This will result in a continuing lessening demand for materials, and will release labor which can be more useful in the fields of production, where there is already a great shortage. Certainly this stoppage of new construction will have to take place sooner or later, and the sooner the better. The decrease in the consumption will be followed naturally by a decrease in prices. This is in line with the recommendation of your Advisory Commission with regard to a Priority Committee.

Where the demand is greater than the supply, and the consumption is not decreased, no artificial means such as maximum prices can be successful in making both ends meet.

206 The Director read the following letter, of date May 7, 1917, from L. L. Summers, which is the letter concerning lead mentioned by Commissioner Baruch:

We have been advised by the various departments of Army and Navy that Lead requirements for the coming year will amount to about one hundred ninety-five million (195,000,000) pounds. This is about twenty percent (20%) of the total production of lead in the United States.

The excess lead in the New York market for May and June does not exceed four million (4,000,000) pounds. It will be apparent to you what will happen in the lead market if an inquiry involving twenty per cent (20%) of the lead production is thrown broadcast on the market.

The only way this lead can be secured is to have the Government issue a requisition to the various lead smelters, ordering the withholding of a certain amount of lead from the market at some fixed market price. The effect of this will, of course, be very disturbing on the industrial lead market; and such matters of importance as storage batteries, plumbing supplies, lead paints,

etc., will be greatly affected. Many of these items enter into extensive Government contracts which are to be let, and which further tend to disturb the lead market. I feel personally it is almost criminal to take no steps to assist the industrial situation and precipitate upon it a crisis of this kind.

Will you kindly advise if you have any suggestion in this matter, as at the present time we are powerless to assist the situation.

The letter from the Lumber Committee, mentioned by Commissioner Baruch reads as follows:

The Subcommittee on Lumber of your Committee has had under consideration with various officers of the War and Navy Departments and with the United States Shipping Board the general question of centralizing the purchase of lumber for the various Government Departments. It has become more and more apparent that with the large quantities of lumber required, the many different Bureaus and Departments needing it, and the multiplicity of species, grades, and patterns, that some means of correlating all lumber purchases is essential. Otherwise, with the large quantities of lumber required by the many different Bureaus and Departments, not only will this material
207 cost the Government an excessive amount, but there is real danger that certain of its needs will be supplied only after great delay.

The United States Shipping Board is desirous of having the Lumber Committee largely take over the work of procuring lumber for the construction of wooden vessels. I find the feeling common among officers of the War and Navy Departments that some means of correlating their purchases is essential. In line with these suggestions, a tentative statement of the situation and plan for meeting it have been drafted, a copy of which is enclosed. Copies of this statement have been furnished to Col. Littel and Col. Hodgson, of the War Department, and to Admiral Rousseau, of the Navy Department.

The Subcommittee on Lumber has drafted this plan with the idea of offering its services primarily in an advisory capacity, but with the readiness to assume further specific functions as a purchasing agent to the extent that a particular Bureau or Department may desire. We have no desire to assume such functions unless it is clearly the most efficicent means of handling the materials required for a given purpose and meets the desires of the Department concerned.

It is my suggestion that prompt action be taken to secure the general endorsement of this plan, in order that the Lumber Committee may meet the question of correlation of the many and diverse demands for lumber on the part of the several branches of the Government. Specifically, I suggest the desirability of bringing this matter before the General Munitions Board, and if desirable in your judgment, before the Council of National Defense.

The Director read the following memorandum of date May 12, 1917, from Mr. F. A. Scott, Chairman General Munitions Board:

It is in the minds of many business men, and especially the leaders of industry, that they would welcome some plan that would put a brake on runaway business and resultant high prices. In a highly organized country such as ours sufficient price control can undoubtedly be obtained through the cooperation of the great owning and operating interests if the necessity is emphasized and the Government's intention to recognize and act upon it is made clear.

It is suggested, if the Council of National Defense takes no exception to the policy, that the Price Committee of the General Munitions Board get into immediate contact with the leaders of industry who are represented on the Advisory Committee on raw materials. This can be done by calling together a number of the more representative chairman of raw material committees who are
208 known to be men of wide influence and of large and patriotic views. A conference with such men dealing with the necessity for action to stop the skyrocketing of prices and soliciting their counsel and immediate cooperation could be made to have practical results.

If the Council of National Defense is inclined to favor this, a more detailed setting forth of the plan could be made, or in any event, no possible harm could arise from making an endeavor along the line proposed.

The Director was requested to invite Commissioner Baruch and Mr. Scott to discuss with the Council at its next meeting the questions raised in the foregoing communication.

The Director introduced a letter from Hon. John Barrett, Director General, Pan American Union, of date May 11, 1917, enclosing memorandum of a plan for Pan American cooperation in the war situation. The Chairman was requested to refer the matter to the Secretary of State, it being essentially a matter for consideration by the State Department.

The Director presented a letter, of date April 28, 1917, from the Thomsen-Bryan-Ellis Company, of Washington, D. C., concerning a proposed "Recruiting Supplement" to be distributed through the Sunday newspapers. No Action was taken.

The Director introduced a letter, of date May 14, 1917, from Allen T. Burns, Cleveland, Ohio, outlining a plan for organizing a Committee on Endorsement of Philanthropic Appeals arising out of war conditions. No action was taken.

The Director read a telegram from the American Ambassador at Petrograd expressing a desire on the part of the Russian Government for automobile mechanics. The same was referred to the Secretary of War to ascertain through the Secretary of State
209 the definite desires of the Russian Government in the matter.

Thereupon, at 6:00 o'clock p. m., the meeting adjourned.

Attest:

W. S. GIFFORD, *Director.*

210 Minutes of Meeting of the Council of National Defense, May 21, 1917

There was held a special meeting of the Council of National Defense, May 21, 1917, at 4:30 o'clock p. m., at the office of the Secretary of War. There were present all members of the Council, the Director, and the Secretary.

The Director and the Secretary presented a comprehensive statement of the organization, accomplishments, and general program of the Council of National Defense and the Advisory Commission, prepared pursuant to the action taken at the meeting of the Council of May 17, 1917. It was agreed that certain modifications should be made therein, and copies were taken by members of the Council for criticism and suggestion. It was the sense of the meeting that the substance of each division of the statement covering matter having news value not already exhaustively treated in the newspapers should be given to the press separately, possibly every alternate day, until the whole report has been so published; after which the entire report might be placed in the hands of some member of Congress for printing as a Congressional document.

Secretary Lane suggested that the Secretary prepare and submit to Secretary Baker for approval, a news story on the subject of cantonments. Secretary Baker stated that he contemplated a War Department statement to the press on the subject, and would like Mr. Clarkson's article, handling the matter more in detail, to be released immediately following his statement.

211 The Director read a telegram, of date May 19, 1917, from the Chinese Consolidated Benevolent Association, of San Francisco, generally known as the Chinese Six Companies, offering to bring to the United States the best agricultural labor of China, subject to any regulations this Government might see fit to prescribe,

providing for their return to China when desired. The Director was instructed to acknowledge the foregoing telegram, thanking them for their offer and expressing the appreciation of the Council of National Defense, and telling them that the whole subject is being studied and that the Government will be glad to avail itself of their cooperation later should occasion arise.

The Director read the tentative draft of a letter to the State Councils of Defense responsive to requests made by many of the State Councils for suggestions as to the proper patriotic observance of Registration Day. The said letter was approved, and the Director was instructed to give it to the Associated Press, with the statement that at a meeting of the Council of National Defense held today, it was decided to send such a letter to all State Councils of Defense.

The Director referred to recommendations made by the Consolidated Gas Company and other large gas companies for a change of standard for measurement of candle power, adopting the thermal unit, making possible the elimination of the use of volatile oils with resultant economies; and also stated that such recommendations had been approved by the Committee on Coal Production and by Commissioner Baruch's Committee. It was ordered that the foregoing be referred to the Secretary of Commerce.

The Director introduced a recommendation of the National Research Council that, pursuant to request of the French
212 Ambassador, Professor Joseph S. Ames and Elihu Thomson be appointed to represent the United States Government on the Inter-Ally Committee on Inventions, at Paris, France. It was moved by Secretary Lane, and so voted, that the Council approve the aforesaid recommendation, if in the judgment of the Secretary of War, it can be carried out with available funds, and subject to the approval of the President. As a preliminary step, the Director was instructed to learn from the National Research Council further details of the plan, particularly the expense involved, and report to the Secretary of War, who it was agreed would then proceed in his discretion.

The Director introduced a letter, of date May 18, 1917, from Carr & Steinmetz, lawyers, of Philadelphia, protesting against the indiscriminate use of uniforms resembling those of the Army and Navy. No action was taken.

The following resolution, submitted through the Director by the Special Committee on National Defense of the American Railway Association, was approved:

Resolved, That this Committee certify to the Council of National Defense that in their judgment the following principles should be adopted in moving fuel; preference should be given to movement of fuel.

First. Fuel for the United States Government.

Second. Fuel for the roads upon which mines are located.

Third. Fuel for steam railroads other than those upon which mines are located.

Fourth. Fuel for other purposes.

The Director read the following letter, of date May 16, 1917, from the Committee on Supplies of the Advisory Commission:

213 We understand you have received some complaint that a distinction is made between Union factories and non-Union factories in the placing of contracts for army shoes.

Up to the present time all contracts for army shoes have been placed by the Quartermaster's Corps; henceforth contracts will be placed under the advice of this office. Contracts which have been placed in the past and those to be placed are given upon the basis of quality of merchandise, promptness of delivery, and competitive prices. No regard, so far as we know, has been paid to the question of whether the factory bidding is a Union or non-Union shop.

The Director introduced a letter, of date May 19, 1917, from Hon. James D. Phelan, Chairman of the Senate Committee on Irrigation and Reclamation of Arid Lands, making inquiry concerning Senate Bill 1832, "to authorize Federal land banks to make loans on land within irrigation projects and to give priority of lien for loans so made." It was ordered that the matter be referred to the Federal Farm Loan Bureau for advice.

The Director introduced a report from the Commercial Economy Board concerning its investigation into the practice of bakers in accepting return of unsold bread, with resulting waste. It was ordered that the foregoing be referred to Mr. Hoover for an expression of his opinion of the wisdom of the recommendation made.

The Director introduced a request from Mr. Hoover for permission to use before Congressional Committees the report submitted by Mr. Hoover to the Council. It was ordered that the foregoing be referred to the Secretary of Agriculture.

The Director introduced a communication addressed to General Goethals, requesting that the Navy Department be asked to discontinue hiring mechanics from the Jacksonville (Florida) district in
214 the interest of merchant shipbuilding Industries located there. It was ordered that the foregoing be referred to the Secretary of the Navy.

The Director introduced a letter from Herbert C. Hoover concerning certain communications addressed to Mr. Morgan, United States Consul in Cuba, requesting Mr. Morgan to investigate and report concerning conditions of the sugar industry in Cuba, which were signed by Mr. Hoover in behalf of the Council of National Defense at the request of the State Department. The foregoing was referred to the Secretary of War to take up with the State Department.

The Director referred to the appointment by the General Munitions Board of an Emergency Housing Committee to investigate available office space with relation to the present and probable future needs of the various government departments. The Council disapproved of such action, and instructed the Director to refer the matter to the Interdepartmental Committee to investigate and report; the Director to advise the General Munitions Board that the Council felt that it is peculiarly an interdepartmental matter and should be dealt with by the Council through the Interdepartmental Committee.

The Director was instructed to call the regular stated joint meeting of the Council of National Defense and the Advisory Commission June 2, 1917.

Thereupon, at 6:15 o'clock p. m., the meeting adjourned to May 23, 1917, at 4:30 o'clock p. m.

Attest:

W. S. GIFFORD, *Director.*

215 Minutes of Meeting of the Council of National Defense, May 23, 1917

There was held a special meeting of the Council of National Defense May 23, 1917, at 4:30 o'clock p. m., at the office of the Secretary of War. There were present all members of the Council except Secretary Wilson. The Director was present.

Secretary Baker read a cablegram from Dr. Joseph S. Ames, of Johns Hopkins University, now abroad with a commission of American scientists, asking that a corps of scientific experts and assistants be sent to the aid of the Allies in France. The matter was referred to the Secretary of War to ascertain definitely the scientific assistance desired, then to gather together such a group of men with the cooperation of the Government Departments and the National Research Council, and make the necessary arrangements for financing the project.

The Director read a letter from Herbert C. Hoover, of May 23, 1917, responsive to action of the Council of May 21, 1917, expressing his approval of the recommendations made by the Commercial Economy Board in its report of May 21 as to the practice of bakers in taking back unsold bread from retailers.

Secretary Redfield, with reference to the foregoing, read the following memorandum:

If it be true that a portion of the bread returned under present bakery system is still used for human food at a low price, it is clear that this constitutes a process which is wasteful and means increased cost of the general supply
216 of food of this kind. Clearly the bread so returned has been delivered from the baker to the store and is taken back by the baker from the store. Here are two deliveries without any sale, constituting, so far as it goes, a complete waste for which every bread purchaser has to pay in the price of his bread. The whole delivery scheme has to be adjusted to this basis. Therefore, if it be true that a relatively few get bread at a low price, they get it only at the expense of the many, who have to bear not only the cost of the double delivery but the shrinkage in value of the stale bread. If it were desired to save money to the general public, it would be better for the retailer to sell 6½ percent of his bread at the reduced price of the stale bread, that being the average quantity of the kind returned. This is apart also from the question of the undoubted unfitness of a portion of the bread for human food through its having been exposed to dust and handling in the stores and during the double deliveries. However, it is the fact that a portion of the returned bread has no relation whatever to human consumption. It is used for animal food, and in extreme cases for fuel. The gist of the whole matter is that by reason of a faulty and wasteful system a considerable amount of good human food has to carry an enhanced economic charge and is reduced in food value or devoted to other less worthy purposes, whereas, by a more careful system, the whole of it could be made valuable for human food at a lower cost in its original form.

It was voted that the Commercial Economy Board be authorized to request the baking trade to discontinue at an early date the practice of taking back unsold bread from retailers.

Secretary Houston brought up the matter of Mr. Hoover's request for permission to show to Senators and Congressmen his (Mr. Hoover's) report to the Council of National Defense concerning food problems, which matter was on May 21, 1917, referred to Secretary Houston for recommendations. Upon Secretary Houston's recommendation, the Director was instructed to advise Mr. Hoover that all reports made to the Council have been regarded as confidential, and while the Council feels that he should, of course, be entirely free

to make any statements desired in his own relation, it would prefer that his report to the Council be regarded as confidential for the present.

217 Secretary Redfield introduced a letter, of date May 17, 1917, from the A. B. Kirshbaum Company of Philadelphia, prominent clothing manufacturers, raising the question of the use of khaki cloth for civilian garments. The matter was ordered to be referred to the Committee on Supplies of the Advisory Commission.

Secretary Redfield referred to inquiry received from Lathrop Brown, Secretary of the Interdepartmental Advisory Committee, made pursuant to action of the Council of May 21, 1917, in referring to the Interdepartmental Advisory Committee the matter of investigating the available office space with relation to the present and probable future needs of the various government departments. It was voted that such investigation be indefinitely postponed, each department to act with reference to its own needs as heretofore.

The Director referred to the inquiry from Senator Phelan concerning Senate Bill 1832, "To authorize Federal land banks to make loans on land within irrigation projects and to give priority of lien for loans so made", which the Council at its meeting of May 21, 1917, ordered to be referred to the Federal Farm Loan Bureau for advice. The Director read a letter received from Herbert Quick, a member of that Bureau, approving the bill. Thereupon the Director was instructed to advise Senator Phelan that the Council, while commending the proposed bill, was of the opinion that it was not a matter which the Council might with propriety consider within its functions, and that the bill had accordingly been referred to the Federal Farm Loan Bureau.

The Director introduced a letter, of date May 19, 1917, from Senator Key Pittman, Chairman of the Senate Committee on

218 Territories, asking the assistance of the Council in impressing upon Congress the necessity for the immediate passage of Senate Bill 2156, the purpose of which is to increase the production of potash in the United States and to reduce its cost to such an extent that it may be practically used as a fertilizer, and specifically providing for the development of large potash deposits in Searles Lake, California, now idle and unproductive for the want of appropriate legislation.

The foregoing matter was ordered to be referred to the Secretary of Agriculture to submit recommendations at the next meeting of the Council.

The Director referred to contemplated action by State Councils of Defense in regulating the price of coal. No action was taken.

The Director introduced a letter, of date May 19, 1917, from the Quartermaster General stating that all mills manufacturing duck of government standard were being taxed to the utmost to meet requirements, and enclosing for consideration of the Council a letter of April 11, 1917, from the Mt. Vernon-Woodberry Mills, Baltimore, Md., requesting some expression by the War Department to prevent serious reduction of working forces by enlistment. No action was taken.

After further discussion of the statement of the activities of the Council and Advisory Commission, which was heretofore considered

by the Council at its meeting of May 21, 1917, it was agreed that the Secretary should prepare news articles, each to cover some one feature of the report, for release each day for the next four or five days, until the more striking features not previously dealt with had been covered, after which the complete report should be given

219 to Congressman Adolph J. Sabath, with request that it be inserted in the Congressional Record and, if possible, printed as a Congressional document.

Thereupon, at 6:15 o'clock p. m., the meeting adjourned to May 24, 1917, at 4:30 o'clock p. m.

Attest:

W. S. GIFFORD, *Director.*

220 Minutes of Meeting of the Council of National Defense, May 24, 1917

There was held a special meeting of the Council of National Defense on May 24, 1917, at 4:30 o'clock p. m., at the office of the Secretary of War. There were present all members of the Council except Secretary Houston and Secretary Wilson. The Director was present.

The Director read a letter, of date May 22, 1917, from the State Department, quoting for the information of Mr. Hoover a telegram from Mr. Henry H. Morgan, U. S. Consul, reporting on the sugar production and amount of cane burned to date. The Director was requested to refer the same to Mr. Hoover.

The Director brought up correspondence referred to the Council by the General Munitions Board, involving a question of priority as between an order placed by the Italian Government with the Niles-Bement-Pond Company and an order placed with that company by the British Government. The Director was requested to adjust this specific case in conference with representatives of the Italian and British Government; the placing of authority for the determination of general questions of priority between allied governments being reserved until development of plans now under consideration.

The Director read a letter from Chairman Denman, of the Committee on Shipping, together with minutes of recent meetings of that Committee. It was voted that the appointment of Crawford H. Ellis as an additional member of the Committee on Shipping, as reported therein, be approved. No further action was taken with reference to the foregoing.

The Director called attention to the probable need in the near

221 future of adjusting the organization of the Council and Commission so that the various committees now associated with the Commission become more definitely attached to the Government through the Council of National Defense.

Thereupon, at 5:40 o'clock p. m., the meeting adjourned to May 26, 1917, at 4:30 o'clock p. m.

Attest:

W. S. GIFFORD, *Director.*

222 Minutes of Meeting of the Council of National Defense, May 28, 1917

There was held a special meeting of the Council of National Defense on May 28, 1917, at 4:30 o'clock p. m., at the office of the Secretary of War. There were present all members of the Council except Secretary Houston. The Director was in attendance.

The Chairman reported that he had taken up with the Russian Government, through the State Department, the request of that government for one hundred mechanicians, seven engineers, and machinery necessary for the equipment of seven shops for repairing automobiles, and had been advised, through the American Ambassador at Petrograd, that the services of such mechanicians and engineers would not be desired unless the United States could furnish the necessary material and tools. It was the sense of the meeting that the desired men, material, and tools should be furnished, provided the required funds were available; and the matter was referred to Chairman Baker to take the necessary action to that end.

The Director introduced a communication from the French Ambassador in Washington, of date May 16, 1917, asking for the information of his government the results obtained by the United States Government in their experiments to extract nitric acid from the air. The Director was requested to communicate with General Crozier to learn whether the Ordnance Department could with propriety furnish the reports, preliminary and otherwise, of the work to date.

223 The Director referred to a communication from the Lumber Committee of the Advisory Commission, requesting additional office space, clerks, a telegraph account, a trained purchasing agent, and traffic men to attend to detail; and authority from the War and Navy Departments to make the necessary preliminary arrangements for purchase of material. It was the sense of the meetings that the Lumber Committee should so far as possible be provided with adequate office space and clerical help; that while they could not be given the franking privilege, their bills for telegrams and postage should be paid; and that no authority could be vested in the Lumber Committee in connection with cantonment work, but that the proper officer of the War Department could act upon recommendations furnished by the Committee. It was also suggested that Col. Littell might be able to assign a reserve officer to act as traffic man. The Director was requested to advise and aid the Lumber Committee along the lines suggested.

The Director brought up a letter, of date May 23, 1917, from John P. White, President of the United Mines Workers of America, protesting against action taken by the Committee on Coal Production said to be inimical to the interests of the mine workers. Secretary Wilson stated that he had had a conference with Chairman Peabody, Commissioner Gompers, and others concerning the grievance complained of, which grew out of a statement issued by the Committee on Coal Production at a time prior to representation of the mine workers on such committee. Secretary Wilson further stated that he thought all differences could be composed by conference of the interested parties, and suggested that an invitation be extended to

the Executive Board of the United Mine Workers of America

224 to meet with Mr. Peabody, Chairman of the Coal Production Committee, Mr. Gompers, Chairman of the Committee on Labor of the Advisory Commission, and the Secretary of Labor at an early date. The Director was requested to draft a letter of invitation to such a conference, for the signature of the Chairman, after approval by Secretary Wilson.

Thereupon, at 5:30 o'clock p. m., the meeting adjourned.

Attest:

W. S. Gifford, *Director.*

225 Minutes of Meeting of the Council of National Defense, May 31, 1917

There was held a special meeting of the Council of National Defense May 31, 1917, at 4:30 o'clock p. m. at the office of the Secretary of War. There were present all members of the Council and the Director.

The Director read a summary of weekly reports received from various subcommittees of the Council and the Commission.

Reference was made to initial action taken by subcommittees, without first consulting Government departments, which had resulted in duplication of effort and had been the cause of some embarrassment to executive departments of the Government. The Director stated that he believed this had been remedied by a request recently made of all subcommittees to initiate no new inquiries or investigations without first communicating with the Director.

The Director was requested to submit to the Advisory Commission at its next meeting the advisability of suspending appointment of further committees or subcommittees until after the Council had considered such appointments.

The Director referred to a desire on the part of the Committee on Women's Defense Work to raise money for the expenses of State chairmen in coming to Washington, and stated that he had told them that while it probably would not be wise to make a general campaign, he saw no objection to proceeding in a quiet way to raise a small sum for that purpose.

The Director stated that Mr. Hoover desired the Council to undertake a study of the widening of margins between producers' and consumers' prices due to war conditions, and also a study of

226 the advantages of establishing standard bread loaves.

The first of such studies, concerning the widening of margins, it was agreed should be undertaken by a special committee composed of representatives of the Departments of the Interior, Agriculture, Commerce, and Labor.

The second of such studies, relating to standard bread loaves, was referred to the Secretary of Agriculture.

The Director read the following resolution adopted and referred to the Council of National Defense by the National Industrial Conference Board:

Resolved, **That it is the sentiment of the National Industrial Conference Board that every reasonable effort should be made by employers to reemploy such of their employees as may enlist or be called for service in the military or naval establishments of the United States during the war, when and as they**

return from such service, and that adequate provision should be made for the dependents of such employees during the term of service, but that no obligation for the care of such dependents should rest on the individual employer, but should be borne by the nation, state, or municipality, or by public action.

No action was taken with reference to the foregoing.

The Director read a letter from C. H. Dennis, Editor of the Chicago Daily News, of date April 7, 1917, suggesting as a possible means of counteracting influences tending to draw Sweden into the war as an ally of Germany, that leading Swedish-Americans be placed upon prominent committees engaged in national defense work, and recommending the names of a number of such persons. It was the sense of the meeting that the suggestion was meritorious, and the Director was requested to bear in mind in connection with the appointment of committees.

227 The Director introduced House Resolution 4431, "to provide for the common defense and general welfare by increasing production of food upon public and private lands within United States reclamation projects", which the Council was urged by various interested parties to indorse as a war measure. The aforesaid legislation was referred to Secretary Houston for recommendations.

The Director introduced House Resolution 2772 "to provide for an increased production of foodstuffs by the reclamation of arid and swamp lands of the United States." The aforesaid legislation was ordered to be referred to Secretary Houston for recommendations.

The Director submitted the report, dated May 28th, of the accomplishments of the Council of National Defense and the Advisory Commission to date, and the Committees created thereunder, revised in accordance with suggestions made, which said report was approved.

Chairman Baker read a letter, of date May 31, 1917, from Chairman Willard of the Advisory Commission, accompanied by an inquiry from the French Embassy as to whether the American Government is willing to authorize technical men to offer their services in France in connection with the rebuilding of the railroads and other matters outside of the military organizations now being formed for that purpose. It was the sense of the meeting that our active encouragement or authorization thereof should be withheld, to protect our own technical reserve; but that this Government could have no objection to such arrangements as are made with volunteers. The Chairman was requested to so advise Chairman Willard.

Thereupon, at 6:05 o'clock p. m., the meeting adjourned.

Attest:

W. S. GIFFORD, *Director.*

228 Minutes of Joint Meeting of the Council of National Defense and the Advisory Commission, June 2, 1917

There was held the regular joint meeting of the Council of National Defense and the Advisory Commission, on June 2, 1917, at 4:30 o'clock p. m., at the office of the Secretary of War. There were present all members of the Council except Secretary Wilson; all members of the Advisory Commission except Commissioner Gompers; and the Director.

It was voted that the minutes of the preceding meeting be approved.

Commissioner Willard read the following letter, of date June 1, 1917, from Samuel Vauclain, Chairman of the Committee on Army and Navy Artillery of the General Munitions Board, addressed to F. A. Scott, Chairman of the General Munitions Board, and bearing certification of Mr. Scott's approval:

The Committee on Army and Navy Artillery respectfully brings to your attention what in their consideration is one of the most serious difficulties now existing in the way of getting satisfactory prices for Government work, or especially satisfactory manufacturing establishments to undertake it.

The unrestricted application of existing laws regulating the hours of labor on Government work is not acceptable to these manufacturers and they refuse absolutely to undertake work that will cause any change in the present hours of labor throughout their establishments.

It is easily understood how large manufacturers would suffer through loss on contracts for which they are now obliged to finish should a portion of their plant be compelled to work on a different basis from that followed at present.

It is therefore resolved that the status quo as to hours of labor, and conditions of payment therefor, now existing in the various manufacturing establishments throughout the United States shall be in no way changed by any existing Government regulations throughout the period during which they may be manufacturing Government work for war purposes contracted for by them within the period of the war's duration.

229 After discussion of the question raised in the foregoing letter, in connection with which Mr. Vauclain appeared before the meeting, it was agreed that action thereon be deferred until a special joint meeting of the Council and Commission to be called Monday, June 4, 1917, at 4:30 o'clock p. m., at which Commissioner Gompers and Secretary Wilson could be present.

Commissioner Willard read the following resolution adopted by the Executive Committee of the Committee on Labor of the Advisory Commission:

Whereas the Council of National Defense in April issued certain declarations of principles as to the maintenance of labor standards; and

Whereas the Council recommended that the legislatures of the several states should empower the governors of their respective states to suspend the labor laws of the states only upon the request of the Council as a war emergency; and

Whereas many injurious bills have been introduced in various states which only partially comply with the recommendations of the Council: Be it

Resolved, That this Committee recommend that the Council empower this Committee on Labor to submit a draft of a bill, that bill to embody the foregoing principles and which will form a basis for uniformity for such legislation, and that after the Council has approved of the proposed draft this same Committee be empowered to present the said draft to the proper legislative bodies.

Commissioner Willard stated that the Advisory Commission had no definite recommendations to make relative to the foregoing resolution, but that the Commission was of the opinion that the Council had by its public statement gone as far as it consistently could in the premises until it was prepared to establish the machinery necessary to hear and adjust the controversies which would devolve upon the Council as a consequence. It was agreed that action be postponed, and the Director was requested to bring to the meeting

230 on Monday information as to whether any state has enacted a law such as that contemplated by the resolution, and also information as to what state legislatures are now in session.

Commissioner Willard read the following statement, approved by the Committee on Labor of the Advisory Commission:

Your Committee on Separation Allowances desires to report that it has been engaged in drafting a bill to be submitted to Congress through the Council of National Defense making provision for the care of dependents of enlisted men. The Committee has been advised that other committees and individuals have been similarly employed under authorization of the Federal Government.

In the realization that action by various committees and individuals will lead to confusion and duplication, the Committee suggests that the Chairman of the Committee on Labor be requested to lay the above facts before the Council of National Defense, and to add thereto the suggestion that the Council of National Defense authorize the Committee on Labor to prepare the tentative bill above referred to. It is believed that the Committee on Labor is the proper body to consider the matter, in view of the fact that those who will be affected by the contemplated law come directly within the purview of the Committee on Labor, on which labor is largely represented.

Commissioner Willard stated that the Advisory Commission had no definite recommendation to make as to the foregoing resolution, but that the Commission felt that it would be desirable to coordinate in some central body all of the activities in that direction.

Thereupon it was moved by Secretary Daniels, seconded by Secretary Houston and so voted, that the Committee on Labor of the Advisory Commission be considered the appropriate committee to assemble and study the available information and material bearing on the question of legislative provision for the care of dependents of enlisted men, and to prepare a tentative bill for the consideration of the Secretary of War.

231 Commissioner Willard read the following letter, of date May 31, 1917, from E. H. Gary, Chairman of the Committee on Steel and Steel Products, of the Advisory Commission:

I send you herewith copy of letter just received from one of the manufacturers in reply to our request for detailed information concerning the supply of ferromanganese on hand. I do not add the names. The letter speaks for itself. If there is any question in regard to these matters, we should know it now.

The letter referred to by Mr. Gary read as follows:

"Ferromanganese consumption approximately two hundred fifty gross tons per month. Two months' supply on hand May first. Contracts on open market for six to eight months additional. Do not use Spiegel."

We are anxious to do everything we can to assist the Government, and have complied with their request for detailed information regarding all of our business, including the Steel Mill. We are very doubtful, however, as to how far it is safe or proper for us to cooperate with some of the committees that are endeavoring to assist in the matter. I was called to Washington a few weeks ago in connection with some of this committee work, and found that they were operating in flagrant disregard of the Sherman Law, the Clayton Law, and all the other statutes that are supposed to regulate business, particularly big business.

The Government officials who were sitting in at this conference admitted that they had no authority for doing so, and upon a little further inquiry we were advised that the Government officials' presence at the conference would not in any way protect us. As a matter of fact, we have recently made a settlement with the Treasury Department of a transaction which took place in 1903, notwithstanding the fact that the Government admitted that we had acted in good faith at the time, and under the explicit instructions of the official representative of the Treasury Department. The present Administration takes the position that the former contracts were wrong, and not in conformity with the law; therefore we must be punished for doing exactly what we were told to do by the authorized representative of the Department at the time.

It seems to us that if the Government desires cooperation on the part of the business interests in helping them with their problems, the least they could do would be to have Congress pass a resolution suspending operation of
232 these laws during the period of the war. Until such time as such action is taken to protect us against persecution in the future, we should prefer to do our bit by responding to the direct requests of the several branches of the Government for assistance, and this we are doing practically every day.

The Director was requested to send the foregoing letters to the Attorney General with the statement that the Council and Commission, and the various committees acting thereunder, are constantly encountering the difficulty referred to, and if there is any expression on the subject that the Attorney General can make, the Council and Commission will be glad of his helpful cooperation.

Commissioner Willard read the following report of the Medical Section of the Advisory Commission:

REPORT OF MEDICAL SECTION

DEPARTMENTS INVOLVED

Medicine and Sanitation of the War Department, Surgeon General William C. Gorgas in charge.

Medicine and Sanitation of the Navy Department, Surgeon General William C. Braisted in charge.

Department of Public Health, Surgeon General Blue in charge.

American National Red Cross, Colonel Jefferson R. Kean in charge.

PROBLEMS

United States Army.—The number of applications on hand March 1, 1917, was approximately 2,000, and at the present date, June 1, 1917, 5,336.

The number of acceptances on March 1, 1917, was approximately 1,800, and at the present date, June 1, 1917, 2,356.

The number of commissions issued to March 1, 1917, was approximately 1,800, and at the present date, June 1, 1917, 4,186.

233 The number of medical commissions in the regular Army on March 1, 1917, was 496, and the number at the present time, June 1, 1917, is also 496. In addition to this, 45 men are in attendance at the Army Medical School and will shortly receive their commissions in the regular Army Medical Corps.

The request for medical aid from the British Government was for 6 Base Hospital Units, 23 men in each, making a total of 136 men in all; 120 individual members and 20 orthopedic surgeons, plus 600 men who are requested to go over during the months of June, July, and August.

The French Government requested 150 medical officers and 120 ambulance companies.

The number of medical men and nurses actually sent are: 6 Base Hospital Units of 23 men each, making a total of 138 men in all. As independent units or individuals 75 were sent. The total number of ambulance units for France: 120 companies are now being organized.

In response to a request for information relative to the present status of supplies for the medical department.

The Medical Department has ample supplies for the present Army and its increments. Through the splendid organization of the committees of manufacturers who were called to Washington, arrangements have been made by which the Medical Department is assured that the supplies it needs can and will be furnished. Orders have been placed for some of these and the blankets for field use for the Army of 1,000,000 have already been provided for. Other orders are being placed satisfactorily and reports from Purchasing Officers are most encouraging that they can get the articles needed in sufficient quantities and on time for the mobilization of troops.

United States Navy.—Commissioned or enrolled medical officers on March 1, 1917, were 508, and on May 29, 1917, 1,314.

Commissioned and enrolled Dental Personnel on March 1, 1917, was 49; and on May 29, 1917, 71.

Enlisted Personnel, hospital corps, March 1, 1917, 1,800; and on May 29, 1917, 3,900.

Nurses, female, March 1, 1917, 153; and on May 29, 1917, 173.

Surgeon General Braisted, speaking of hospital ships, says:

"This bureau has advocated for months additions to the fleet of this kind, two additional for the East Coast, and one for the West Coast. It is imperative that at least one fully equipped hospital ship be with the main fleet at all times."

234 *United States Public Service.*—The Public Health Department has asked the Council of National Defense for its support, in a measure, in the establishment of a Reserve Officers' Corps for the Department. This legislation, if accomplished, will greatly strengthen and add materially to the personnel of the Department of Health. This is something that is absolutely essential, as a war measure, for the health and sanitation of nonmilitary zones, and for the great industries not directly under the control of the War Department. On May 5 such a measure was introduced in the Senate by Senator Ransdell and was referred to the Senate Committee on Public Health and National Quarantine. This measure was also acted upon favorably at the conference of State and Territorial Health Authorities with the Public Health Service and the conference of State and Provincial Health Officers. It was also presented to the Conference of Governors at the time of their meeting in Washington.

American Red Cross.—On March 1, 1917, the number of Army Base Hospitals was 35, and this number was considered sufficient. Recently six of these hospitals have been sent to aid our British Allies. To replace these six hospitals, six others have been organized, and recently four other Base Hospitals have been ordered to the assistance of our British allies.

Naval Base Hospitals to the number of five have been organized, namely: Brooklyn, Providence, Philadelphia, San Francisco, and Los Angeles.

The number of nurses called since the beginning of the war is 480.

Needs of the Red Cross: 1. The most pressing need is, as it was a year ago, storage room in suitable government buildings for the costly and elaborate equipments which have been purchased for the hospital units and authority from Congress for the rental of storage space for this equipment until government storehouses are provided.

2. Authority from Congress is also needed to purchase from the government, at actual cost price, such supplies and articles of equipment as are needed for Red Cross military units. At present authority exists to purchase from the Medical Department only, and at an increased price, but not from the Quartermaster's Department of the Ordnance Department. These recommendations were made to the Council of National Defense on February 17, 1917.

3. Authority is also needed from Congress to give to regularly appointed female nurses on duty in military hospitals authority in and about
235 military hospitals next after the officers of the Medical Department and a military status just below that of 2nd Lieutenants. Such military status is given to nurses in the British military service and is necessary that they may receive the respect due to an official status.

After discussion of paragraph 2, under caption "Needs of the Red Cross", of the foregoing report, it was moved by Secretary Houston, and so voted, that the matter be referred by Dr. Martin to the Secretary of War, who will investigate the experience of the War Department in connection with the same subject in the past.

With reference to paragraph 3, under caption "Needs of the Red Cross", of the foregoing report, it was moved, by Secretary Houston, and so voted, that the matter be referred to the Secretary of War.

Commissioner Willard read the following excerpt from the proceedings of the Executive Committee of the special committee on national defense of the American Railway Association:

The average addition of equipment to the stock of the American railroads has been at least 150,000 cars per annum. Under existing high prices and inability of car builders to get material it is unlikely that the American railroads will be able to order and secure as many cars as 150,000 during the next year, although they have about 100,000 cars still undelivered under order from manufacturers.

Under these conditions, the railways will welcome any addition to their stock of equipment, assuming the standards to be safe and adequate which would tend to make up the deficiency in their own orders.

If then the Government shall elect to invest the capital necessary for the acquisition of 50,000 to 75,000 additional cars, the railroads will be glad to make use of them on substantially the same basis as other privately owned cars are used by the railroads, viz., a fair payment for mileage made by such cars, the railroads to pay current repairs and the Government to pay owners' repairs under M. C. B. rules. It is perhaps expedient that an option should be given to the railroads to acquire these cars at a fair price to be agreed upon hereafter in the proportion of the amount of equipment owned by each of them to the entire railroad equipment of the country.

236 Commissioner Willard also read the following statement of the Car Committee of the Advisory Commission:

The Car Committee is now able to state definitely the price at which cars can be secured, as suggested in previous communications.

Drawings and specifications of these cars have been handed to Mr. Kruttschnitt of the Railway Committee, at his request, so that they could be considered this morning at a meeting to be held for the purpose.

The price quoted for the gondola cars, 100,000 lbs. capacity, is $2,375 each, and for the box cars, 80,000 lbs. capacity, $2,450.

Inasmuch as no option on material could be secured for an indefinite period, the car builders will undertake this work on the basis of actual cost plus a flat profit of $200 on each car.

This latter offer seems to me most favorable as the Government may be able to direct a supply of material to the car companies at prices less than they may be able to secure themselves.

Delivery has been promised to begin within five months from date of order.

Your Committee would advise that only half the maximum number of cars recommended be ordered at this time; or, in other words, that 50,000 gondola and 25,000 box cars should be the limit of the present order, and they should be delivered at the rate of 20,000 cars monthly.

It is also recommended that the Government be the purchaser of these cars, and, after the war is over, sold at such price as they would bring in the open market. It would be manifestly unfair to the railroads to ask them to purchase so large an amount of equipment at war-time prices.

Chairman Baker stated that the Council regarded the question as a most important one, and that he would bring it to the attention of the President.

Commissioner Willard stated he had asked the special committee on national defense of the American Railway Association to prepare for the Council a statement of the various expedients in the
237 nature of shorter free-time allowances, discontinuance of certain train service and relaxation of public service commission regulations which would tend to release equipment and men to better meet the railway emergency.

Commissioner Godfrey briefly outlined to the Council the action taken by the conference of college and university presidents recently called together in Washington by his committee on Engineering and Education, which contemplates a comprehensive plan of cooperation between the educational institutions of the country and the educational bureaus of the Government in the interest of obtaining a curriculum best suited to the technical and military needs of the nation. It was moved by Secretary Lane, and so voted, that the plan outlined be endorsed by the Council.

Commissioner Willard reported that he had formed a Committee on Inland Waterways, the personnel of which was as yet incomplete, but that the following had consented to serve: George F. Bartol, Philadelphia, Pa.; James E. Smith, St. Louis, Mo.; General W. M.

Black, Washington, D. C.; W. S. Dickey, Kansas City, Kans.; and M. J. Saunders, New Orleans, La.

The suggestion was made that the Department of Commerce had functions closely related to the inland waterways of the country, and would be glad to cooperate with such a committee; and Commissioner Willard stated that it was his intention to ask Secretary Redfield to name a representative of his department to serve on the committee.

Thereupon, at 6:00 o'clock p. m., the meeting adjourned to Monday, June 4, 1917, at 4:30 o'clock p. m.

Attest:

W. S. GIFFORD, *Director.*

238 Minutes of Joint Meeting of the Council of National Defense and the Advisory Commission, June 4, 1917

There was held a special joint meeting of the Council of National Defense and the Advisory Commission on June 4, 1917, at 4:30 o'clock p. m., at the office of the Secretary of War. There were present all members of the Council and all members of the Advisory Commission except Commissioner Godfrey; also the Director and Samuel Vauclain.

The minutes of the preceding meeting were approved.

Chairman Baker stated the purpose of the special meeting to be to consider unfinished business brought before the Council by the report presented at the last meeting by Mr. Vauclain, as Chairman of the Committee on Army and Navy Artillery of the General Munitions Board, with regard to hours of labor to be required in factories engaged in Government work, said report being set forth in full in the minutes of June 2, 1917.

A general discussion ensued, in the course of which Secretary Wilson read into the record the following suggestion for dealing with the problem:

First. That there shall be created by the Council of National Defense a Labor Adjustment Commission to be composed of nine members, three of whom shall be representative of the public generally appointed upon nomination by the Secretary of the Interior, three representative of employers appointed upon nomination by the Secretary of Commerce, and three representative of labor appointed upon nomination by the Secretary of Labor. The Commission shall have jurisdiction over all disputes concerning wages or conditions of employment in all mining and manufacturing establishments producing material under contract for the Government, and shall hear and determine all disputes in which more than one thousand workers are directly involved. It shall also have authority to appoint from time to time Labor Adjustment Committees to hear and determine labor disputes where less than one thousand workers are involved, such committees to be representative of the same elements as the Com-
239 mission. The awards of the Labor Adjustment Commission or the Labor Adjustment Committees appointed by it may include provisions for pooling the extra pay for overtime on Government work, where less than fifty per centum of the workers within the plant are engaged on such work, to be used for the purpose of equalizing the pay of all persons engaged on similar work within such plant, and shall be binding upon the employers and employees in the plant or plants affected for such period as may be expressed in the award, but not longer than sixty days after the close of the war.

Second. That in every contract hereafter made by the Government in accordance with the eight-hour laws of June 19, 1912, or March 3, 1913, which may require or involve the employment of laborers or mechanics there shall be included the following stipulations: That wages of persons employed upon such contracts, shall be computed on a basic day rate of eight hours' work,

with overtime rates to be paid for at not less than time and one-half for all hours' work in excess of eight hours. That shop committees, to be composed of not more than five persons, or, where more than five trades are parties to a dispute, not more than one person from each trade, may be selected in such manner as a majority of the workers in each plant shall determine. The shop committee shall be recognized by the management as the representative of the workers for the purpose of taking up for mutual adjustment all labor controversies and grievances occurring within the plant which may affect production on Government contracts. When the shop committee and the management fail to agree, the question or questions in dispute shall be submitted for adjudication to the Adjustment Commission created by the Council of National Defense, and work shall be continued pending its decisions. Every contractor and subcontractor shall agree to accept and abide by the decision of the Labor Adjustment Commission or Labor Adjustment Committee, as the case may be, and every worker accepting employment in any plant within the jurisdiction of the Adjustment Commission shall do so with the definite understanding and agreement that he will accept and abide by the decisions of the Adjustment Commission or the Adjustment Committee, as the case may be, in the settlement of any question affecting labor submitted to it for adjudication.

* * * * * * *

SUBSTITUTE FOR "SHOP COMMITTEE" PROVISION OF THE ADJUSTMENT PLAN

That whenever a labor dispute arises in any establishment engaged in the production of material under contract with the Government, which the employers and employees are unable to mutually adjust, and a strike or lockout seems imminent, the Department of Labor may on its own initiative or at the request of the employers, the employees, or the Department whose contract is affected appoint a Mediator, who shall, on behalf of the Government,
240 endeavor to bring about a mutually satisfactory adjustment of the dispute. If the Mediator thus appointed is unable to bring the employers and employees to a mutual agreement, the question or questions, etc.

It was agreed that the Council should take the matter under advisement. Commissioner Gompers expressed a desire for opportunity to bring certain matters to the attention of the Council, and was requested by the Chairman to arrange with the Director to do so at an early meeting of the Council.

Thereupon, at 6:30 o'clock p. m., the meeting adjourned.

Attest:

W. S. GIFFORD, *Director.*

241 Minutes of Meeting of the Council of National Defense, June 8, 1917

There was held a special meeting of the Council of National Defense on June 8, 1917, at 4:20 o'clock p. m. at the office of the Secretary of War. There were present all members of the Council except Secretary Lane. The Director was present.

The following resolution was adopted:

Whereas the Advisory Commission has agreed that no further committees or subcommittees shall be appointed until after the Council has considered such appointments; and

Whereas it is desirable that the same policy be adopted in regard to the committees and boards of the Council: Be it

Resolved, That committees or subcommittees to be appointed by existing subordinate bodies of the Council be submitted to the Director of the Council for approval before appointment

It was agreed that a special meeting should be held at an early date to consider a readjustment of the organization of committees and subcommittees under the Council and Advisory Commission. The Di-

rector stated he had worked out a plan for such reorganization which he desired to submit to the Council. The hours of 2:00 o'clock and 8:00 o'clock p. m. Monday, June 11, 1917, were fixed tentatively for consideration of the subject.

The Director introduced a draft of a pamphlet proposed to be printed by Commissioner Gompers setting forth the organization, objects, and personnel of the Committee on Labor of the Ad-
242 visory Commission. It was voted that the aforesaid draft be approved, with the following alterations, to wit: Strike out subparagraph (*b*) of the opening paragraph thereof, and insert throughout the text wherever necessary qualifying language to indicate the advisory nature of the committee's scope.

The Director read the following letter, of date June 6, 1917, from the Attorney General in response to inquiry made of the Attorney General as directed by the Council on June 2, 1917:

I have your letter of the 4th instant transmitting a copy of a letter from Mr. E. H. Gary, Chairman of the Committee on Steel and Steel Products of the Advisory Commission, Council of National Defense, together with a copy of a letter from an unnamed manufacturer. You inquire whether the Department of Justice desires to express an opinion on the question raised by these letters.

As I read the letters, the question raised is whether the operation of certain laws, more especially the Sherman Law and the Clayton Law, should be suspended by resolution of Congress during the period of the war. This is not a legal question but a question of national policy, in respect of which I do not feel that I should express an opinion unless requested to do so by the President.

No action was taken with reference to the foregoing.

The Director introduced resolutions submitted by Secretary Wilson in accordance with action of the Council on May 17, 1917, in requesting of Secretary Wilson recommendations as to the legislative needs of the Department of Labor, with a view to aiding such legislation by the endorsement of the Council. After further discussion, it was agreed that it would be unwise to establish a precedent of recommending legislation to Congress as a Council body in the absence of specific request for recommendations. Accordingly Secretary Wilson asked permission to withdraw the aforesaid resolutions, which was granted.

243 The Director referred to a letter, of date June 5, 1917, from Commissioner Rosenwald asking that the Council approve the appointment by the Committee on Supplies of the Advisory Commission of an advisory committee on harness and saddlery leather. It was agreed that action should be deferred pending the early adjustment of the general committee organization, and the Director was requested to advise Mr. Rosenwald accordingly.

The Director introduced a report submitted for the information of the Council by the Commercial Economy Board concerning economies in the delivery service of retail stores. The recommendation in said report was approved and ordered filed.

The Director read the following recommendation of the General Munitions Board:

The National Research Council recommends to the Council of National Defense, through the Munitions Board, that a laboratory be established near Washington for the investigation of problems connected with the use of noxious gases in warfare; that the sum of $175,000 be allotted from funds that may be available for the equipment, administration, and personnel of this laboratory, said allotment to be expended by the War and Navy Departments under the direction of the Director of the Bureau of Mines, Chairman of the Committee on Noxious Gases of the Research Council.

It was directed that the foregoing recommendation be referred to the Secretaries of War, Navy, and Interior.

The Director referred to a letter, of date June 6, 1917, from Commissioner Gompers suggesting the creation under the Council of a committee on separation allowances for enlisted men. It was thought wise to appoint no committee at the present time, but to request those now giving the subject attention to continue as heretofore and to cooperate with the Committee on Labor as stated in the minutes of June 2, 1917.

244 It was voted that there be created a subordinate body under the Council of National Defense, to be known as the "Inland Water Transporation Committee", with the following personnel:

General W. M. Black, Chairman, Chief of Engineers, U. S. A.

George E. Bartol, President Philadelphia Bourse.

Captain J. F. Ellison, formerly Secretary National River & Harbors Congress.

Joy Morton, Director in many financial, mercantile, and transportation companies.

James E. Smith, President Mississippi Valley Waterways Association.

Walter S. Dickey, Manufacturer of clay products; president Kansas City-Missouri River Navigation Company.

M. J. Sanders, President New Orleans Board of Trade representative Harrison-Leyland Lines.

Lieutenant Colonel C. Keller, Secretary, Corps of Engineers, U. S. A.

The Director brought up the question of the advisability of the Council authorizing the payment by the Government of traveling expenses incurred by members of the Inland Water Transportation Committee and the Committee on Coal Production. It was the sense of the meeting that, as the Council had heretofore found it impracticable to establish a general policy of such authorization, it could not do so in special instances.

245 The Director referred to a letter, of date June 6, 1917, from Chairman Peabody, of the Committee on Coal Production, concerning the controversy with the United Mine Workers of America, referred to at length in the minutes of the Council of May 28, 1917. It was agreed to let the matter rest for the present.

The Director introduced a letter, of date June 1, 1917, from Mr. R. B. Price, suggesting the need for coordination of the activities of the six secret-service agencies of the Government now operating practically independently of each other. The matter was ordered to be referred to the Chairman to bring to the attention of the Cabinet.

The Director introduced copies of the minutes of the meetings of the Committee on Shipping, held May 22 and 23, 1917, submitted by Chairman Denman for the information of the Council. The aforesaid minutes were directed to be incorporated in the record in condensed form, as follows:

MINUTES OF MEETING MAY 22, 1917

The full committee met in conference with General Goethals and Theodore E. Ferris. A number of plans and details of steamers were submitted for the consideration of General Goethals, and a general discussion of types, sizes,

speeds, etc., took place to enable the manager of the Emergency Fleet Corporation to come to a decision about standardized types of steamers.

The Committee filed its recommendations as follows:

After a conference with the representatives and heads of the larger shipping plants of the country the Committee on Shipping made the following recommendations:

That there shall be three sizes of ships of the following types:

5,000-ton Clean Hold or Tween Deck, Speed 12 Knots.

7,500-ton Tween Deck, Speed 12 Knots.

10,000-ton Shelter Deck (3 decks), Speed 12½ knots.

246 That the 5,000-ton type would be a more economical carrier after the war if it were 10- to 11-knot speed.

It developed that it was vitally important that there should be cooperation between the Government departments, and one body should be given authority to deal with the entire construction for account of the Government, outlining when and where naval construction should take precedence over merchant construction, and that the ability of each plant to manufacture certain types should be developed and that plant be given particular type to construct.

One type and size of ship to be constructed in each plant, which lessens duplication and increases the speed of production. Where a new yard undertakes to build a particular type, it is to adopt the plans and specifications that an old yard had developed.

That the automobile industry should be one of the first from which to draw in securing the additional labor required for shipbuilding. The number of "pleasure" automobiles now being turned out is not an absolute necessity, and the output of such plants should be reduced in this emergency by Government order. A great many of the shipbuilding plants were drained of their labor supply a few years ago by this same industry. The manufacture of automobiles (excepting that branch devoted to the motor trucks) is a peace-time industry and should be curtailed.

That the Government through its navy yards should teach new men the work of building ships.

POINTS TO BE EMPHASIZED

1. The need for "low visibility."
2. The need for convoys in protecting ships.
3. It seems to be the consensus of opinion among steamship men and shipbuilders that it is best to build the types which will be most useful for service after the war than to build for war purposes only, and thereby decrease the practical usage and value of such craft after the war.
4. Increase the number of transverse bulkheads for protection, but to be so installed that they can be removed after the war without interfering with the structural strength of the boat.

247 5. Encourage bridge builders to build steamers.

6. Utilize the Great Lakes for the smaller types, particularly mine sweepers.

From statements made by representatives and heads of the different shipbuilding plants the following yards are best suited to build the size steamer indicated:

Harlan & Hollingsworth (Bethlehem Steel Co.), 5,000 tons.
Union Iron Works (Bethlehem Steel Co.), 5,000 and 7,500 tons.
New York Shipbuilding (Bethlehem Steel Co.), 7,500 tons.
Maryland Shipbuilding Plant (Bethlehem Steel Co.), 7,500 tons.
Todd Shipbuilding Plant (Bethlehem Steel Co.), 7,500 tons.
Fore River Shipbuilding (Bethlehem Steel Co.), 7,500 or 10,000 tons.
Cramp Shipbuilding (Bethlehem Steel Co.), 10,000 tons.
Sun Shipbuilding (Bethlehem Steel Co.), 10,000 tons.
Newport News Shipbuilding (Bethlehem Steel Co.), 10,000 tons or larger.

In a conference in the afternoon of the 23d General Goethals stated that he had the matter of necessary speed up with a representative of the British Admiralty and an Admiral of our Navy, and they had said that 10½ knots was fast enough, taking into consideration the submarine menace. In view of this information, the Committee changed its recommendation definitely to 10½ to 11 knots on the 5,000-ton type; 11½ to 12 knots on the 7,500-ton type, and 12 to 12½ knots on the 10,000-ton type.

MINUTES OF MEETING OF MAY 23, 1917

All members of the Committee were present except Mr. P. A. S. Franklin and Mr. H. H. Raymond, absent on committee business.

(30) The Chairman reported that he had forwarded the complete minutes of all meetings to this date to the Council of National Defense.

(31) The Committee reported the result of the conference with steamship owners and requested that the wages of cooks and stewards be given to them under the new proposed agreement. Reported progress in this conference and that another conference would be held at an early date.

(32) A scheme of securing additional seamen as outlined by Mr. Franklin was presented to the Chairman for consideration by the Shipping Board.

248 (33) The Committee presented and considered a list of American vessels capable of trans-atlantic service in each Company's fleet.

(34) Report presented of progress made regarding tonnage for carrying supplies to the Allies: On May 17th, the Committee offered through the representative of the French Government's Committee on Transport, Mr. Schrimpf, on behalf of various owners, tonnage to transport about thirty thousand tons of cargo to France, at rates of freight offered and agreed upon under the French Government net form of charter; it was stipulated by the owners that the characters should assume the war-risk insurance at a valuation of $250 per deadweight ton, but Mr. Schrimpf said he must secure the consent of his government as to the war-risk insurance. He cabled to France for necessary authority, but up to the time of this Committee's departure for Washington, no reply had been received.

(35) Mr. Denman advised the Committee that the list of merchandise to be shipped to the Allies was being prepared and would be sent to them as soon as finished.

(36) The Committee reported that on May 21st, a conference was held in New York with the heads of the larger shipbuilding companies, and this conference emphasized the Committee's need, already expressed, for a clear program of shipbuilding for all departments of the Government, and the Committee recommended that a conference be arranged between the President, Mr. Denman, Secretaries Daniels and Baker and General Goethals, to enable this Committee to promptly place before these Executives the need for a definite program and the necessity of outlining to the heads of the different departments a definite policy, and arrange that all may be working along definite lines not only in shipbuilding but in the chartering or requisitioning of ships.

(37) There was a discussion of the import, export, and coastwise traffic which should necessarily be maintained in this and other countries, and the chairman asked members of the Committee to prepare a list of the commodities which were necessary for consumption in this country during the period of the war, and also what should be carried on in the way of exports to foreign countries.

The Director suggested the advisability of the temporary appointment of Waddill Catchings as Assistant to the Director, without compensation, to undertake the coordination so far as possible of the present and probable future needs of the government as con-

249 trasted with the total production, to be made public so far as deemed by the Council advisable, in order to allay the hysteria and uncertainty over possible shortage which is seriously disturbing business conditions. The aforesaid appointment was approved.

The Director stated that the activities of State Councils of Defense had reached a point where some direction on the part of the Council of National Defense was advisable, and submitted a brief abstract of suggestions to that end. The Director was requested to send a copy of such suggestions to each member of the Council for consideration.

The Director reported that inquiry made shows that only ten state legislatures are now in session and those are likely to adjourn very soon. Also that his information to date shows that but two states, New Hampshire and West Virginia, have followed the suggestion of

the Council of National Defense that the Governor be vested with authority to suspend labor laws. The Director stated he had asked for details of the legislation enacted in those two states.

The Director presented, at request of Commissioner Gompers, a statement of the President of the International Brotherhood of Boiler Makers and Iron Ship Builders, concerning an oath of allegiance which the Union Iron Works at San Francisco sought to have taken by its employees. No action was taken with reference thereto.

The Director stated with reference to the study of the question of margins between producers' and consumers' prices undertaken at request of Mr. Hoover, that upon advice from Mr. Hoover that he was more particularly interested in the question of food products, the investigation was at present being confined to that question.

250 The Director referred to a telegram, of date May 31, from the American Chamber of Commerce at London, England, offering its services; and a dispatch from the American Consul General at London regarding tender of services of the American Committee of Engineers at London. No action was taken with reference thereto.

The Director referred to a telegram, of date May 30, 1917, received through the State Department from the American Consul General at Guantanamo Bay, Cuba, concerning sugar conditions in Cuba, suggesting that American Marines be furnished to cooperate with the Cuban authorities in restoring order. No action was taken with reference thereto.

The Director introduced a report on the question of reducing the standard of illumination of gas by the adoption of a thermal unit, made pursuant to action of the Council taken May 2, 1917.

The papers were ordered filed.

Secretary Houston reported to the Council on matters heretofore referred to him, relating to legislation involving reclamation projects, to wit: Senate Bill 2156, House Resolution 2772, and House Resolution 4431. It was agreed that the Council should take no action, in accordance with the policy hereinabove announced.

Thereupon, at 5:45 o'clock p. m., the meeting adjourned.

Attest:

W. S. GIFFORD, *Director.*

251 Minutes of Meeting of the Council of National Defense, June 13, 1917

There was held a special meeting of the Council of National Defense on June 13, 1917, at 2:45 o'clock p. m., at the office of the Secretary of War. There were present all members of the Council and the Director.

The Director read the following letter of date June 6, 1917, from Secretary Wilson:

In connection with the proposed measure for the adjustment of labor disputes which I am submitting to you herewith, I desire to call your attention to the fact that the Act of June 19, 1912, and the Act of March 3, 1913, expressly require that certain contracts made upon behalf of the Government shall contain the stipulation that eight hours shall constitute a day's work, and provide appropriate penalties for requiring or permitting work upon such contracts in excess of eight hours, except where the President has declared an emergency to exist. I have been unable to find legislation that will empower executive officers to stipulate the number of hours that shall constitute a day's work on any other contract.

Congress by the Act of June 19, 1912, Section I, extended to apply to dredgemen by Act of March 3, 1913, provides that every contract made for or on behalf of the United States which may require or involve the employment of laborers or mechanics shall contain a provision that no laborer or mechanic doing any part of the work contemplated by the contract, in the employ of the contractor or subcontractor, shall be required or permitted to work more than eight hours in any one calendar day, and in Section 2 exempts from the application of the Act contracts for the purchase of supplies by the Government or for such material or articles as may usually be bought in the open market. The declaration by the President that an emergency exists, necessitating the waiving of the eight-hour workday, does not change the the requirement of the law that the stipulation of an eight-hour workday shall be included in the contract. It simply relieves the contractor of that part of his obligation during the period of the emergency.

252 The Naval appropriation bill of March 4, 1917, contains a clause, which, while it reiterates the President's authority to suspend provisions of the law prohibiting more than eight hours' labor in any one day, imposes upon the contractor the payment of time and one-half for all hours' work in excess of eight hours per day. The clause in question reads as follows:

"That in case of national emergency the President is authorized to suspend provisions of law prohibiting more than eight hours' labor in any one day of persons engaged upon work covered by contracts with the United States: *Provided further*, That the wages of persons employed upon such contracts shall be computed on a basic day rate of eight hours' work, with overtime, rates to be paid for at not less than time and one-half for all hours' work in excess of eight hours."

It will be observed that while this is contained in an appropriation bill, it is nevertheless general legislation, and applies not only to the appropriation for the fiscal year 1918 but to all future appropriations unless the law is, in the meantime, repealed or modified. There is no power vested in the Council of National Defense or in any of the Departments to waive the computation of wages on a basic day of eight hours' work or the requirement of time and one-half for overtime.

I have had these thoughts in mind in preparing the enclosed report on labor adjustment. I have included in the plan a provision for the establishment of shop committees. It is possible that employers of labor who have not heretofore dealt with their workers collectively may object to the shop-committee plan, and I am enclosing you herewith a provision for the use of the mediation service of the Department of Labor instead of a shop committee, if the Council should prefer that method.

I suggest that before final action is taken upon the plan proposed it be considered in a joint meeting of the Council and the Advisory Commission.

* * * * * * *

First. That there shall be created by the Council of National Defense a Labor Adjustment Commission, to be composed of nine members, three of whom shall be representative of the public generally, appointed, upon nomination, by the Secretary of the Interior; three representative of employers, appointed, upon nomination, by the Secretary of Commerce; and three representative of labor, appointed, upon nomination, by the Secretary of Labor. The Commission shall have jurisdiction over all disputes concerning wages or conditions of em-

253 ployment in all mining and manufacturing establishments producing material under contract for the Government, and shall hear and determine all disputes in which more than one thousand workers are directly involved. It shall also have authority to appoint from time to time Labor Adjustment Committees to hear and determine labor disputes where less than one thousand workers are involved, such committees to be representative of the same elements as the Commission. The awards of the Labor Adjustment Commission or the Labor Adjustment Committees appointed by it may include provisions for pooling the extra pay for overtime on Government work where less than fifty per centum of the workers within the plant are engaged on such work, to be used for the purpose of equalizing the pay of all persons engaged on similar work within such plant, and shall be binding upon the employers and the employees in the plant or plants affected for such period as may be expressed in the award but not longer than sixty days after the close of the war.

Second. That in every contract hereafter made by the Government in accordance with the eight-hour laws of June 19, 1911, or March 3, 1913 which may require or involve the employment of laborers or mechanics, there shall be included the following stipulations:

That wages of persons employed upon such contracts shall be computed on a basic day rate of eight hours' work, with overtime rates to be paid for at not less than time and one-half for all hours' work in excess of eight hours;

That shop committees to be composed of not more than five persons, or, where more than five trades are parties to a dispute, not more than one person from each trade may be selected in such manner as a majority of the workers in each plant shall determine. The shop committee shall be recognized by the management as the representative of the workers for the purpose of taking up for mutual adjustment all labor controversies and grievances occurring within the plant which may affect production on Government contracts. When the shop committee and the management fail to agree, the question or questions in dispute shall be submitted for adjudication to the Adjustment Commission created by the Council of National Defense, and work shall be continued pending its decisions. Every contractor and subcontractor shall agree to accept and abide by the decision of the Labor Adjustment Commission or Labor Adjustment Committee, as the case may be, and every worker accepting employment in any plant within the jurisdiction of the Adjustment Commission shall do so with the definite understanding and agreement that he will accept and abide by the decisions of the Adjustment Commission or the Adjustment Committee, as the case may be, in the settlement of any question affecting labor submitted to it for adjudication.

254 SUBSTITUTE FOR "SHOP COMMITTEE" PROVISION OF THE ADJUSTMENT PLAN

That whenever a labor dispute arises in any establishment engaged in the production of material under contract with the Government which the employers and employees are unable to mutually adjust, and a strike or lock out seems imminent, the Department of Labor may on its own initiative or at the request of the employers, the employees, or the Department whose contract is affected, appoint a Mediator, who shall, on behalf of the Government, endeavor to bring about a mutually satisfactory adjustment of the dispute. If the Mediator thus appointed is unable to bring the employers and employees to a mutual agreement, the question or questions, etc. * * *

The Director stated that Secretary Wilson's recommendations were also receiving the consideration of the Advisory Commission, and it was agreed to defer further discussion until the matter could be brought up at a joint meeting of the Council and the Commission.

The Director outlined a suggested plan for committee reorganization and presented a graphic chart by way of illustration, accompanied by charts showing the French, English, and German war organizations. It was agreed that the Chairman should present the plan, with the accompanying charts, to the President as the plan of organization approved by the Council.

Following a general discussion of the functions of the Committee on Women's Defense Work, the Chairman stated he would write a letter to the Chairman of that Committee outlining its definite scope.

It was moved by Secretary Redfield, and so voted, that the suggested directions to state councils of defense, submitted by the Director to each member of the Council with his memorandum of June 8, 1917, be approved, with certain alterations suggested by Secretary Wilson and Secretary Houston.

255 The Director announced the resignation of E. A. Deeds as a member of the Munitions Standards Board in order to turn his attention to his new duties as a member of the Aircraft Production Board, and read a letter to Mr. Deeds accepting his resignation. It was voted that Mr. Deeds' resignation be accepted and the aforesaid letter approved.

The Director read a recommendation of the General Munitions Board, of date June 8, 1917, providing for an advance of $30,000 to meet expenses of preliminary organization for cantonment construction. No action was taken with reference to the foregoing.

The Director read a communication, of date June 8, 1917, from the Assistant Secretary of the General Munitions Board, announcing the approval by the General Munitions Board of the suggestion of the Secretary of War that Major Earl I. Brown be appointed to that Board as a representative of the Panama Canal. It was voted that the Council approve such appointment.

Thereupon, at 4:15 o'clock p. m., the meeting adjourned.

Attest:

W. S. GIFFORD, *Director.*

256 Minutes of Joint Meeting of the Council of National Defense and the Advisory Commission, June 13, 1917

There was held a special joint meeting of the Council of National Defense and the Advisory Commission on June 13, 1917, at 4:30 o'clock p. m., at the office of the Secretary of War. There were present all members of the council; all members of the Advisory Commission, except Commissioner Godfrey; and the Director.

Commissioner Gompers read certain names he desired to add to the members of existing subcommittees of the Committee on Labor. It was voted that such appointments be approved.

Commissioner Gompers stated that there was arising in the minds of the workers throughout the country, owing to the feeling that labor is not properly represented on the registration and exemption boards, a fear of discrimination and favoritism in the administration of the draft law, and asked that an early statement be issued by the War Department definitely reassuring the public against any such false impression. Secretary Baker stated that he believed that impression was the result of a misapprehension of the function of the local exemption boards, which he said was to be a minor one, having nothing to do with the determination of industrial exemptions but dealing simply with the questions of fact constituting exemption under the law—i. e., whether a man is of the stated age, whether he is a member of the executive, legislative, or judicial branches of the government, etc.—and that industrial exemptions were to be determined in the first instance by the district boards, yet to be appointed, on which all classes would undoubtedly be properly represented.

257 Commissioner Gompers referred to the action of the Council, as reported in the minutes of May 5, 1917, pursuant to recommendation of the Committee on Labor, approved by the Advisory Commission, that the original statement issued by the Council in relation to changes in industrial standards and the subsequent amplification thereof be printed together for general distribution, in requesting such publication by the Departments of Commerce and Labor in the various labor and trade journals, and by Mr. Creel. Mr. Gompers stated he feared the action taken had not resulted in the general publicity desired. The Director was requested to ascertain and advise Mr. Gompers the extent of the publicity given through the channels mentioned.

Commissioner Gompers referred to a resolution adopted by the Executive Committee of the Committee on Labor, and transmitted to the Advisory Commission for presentation to the Council, recommending that the Council empower the Committee on Labor to draft a bill designed, after being approved by the Council, to be submitted to state legislatures looking to the enactment of legislation empowering the governors of the states to suspend labor laws in war emergency, in accordance with the declaration of the Council heretofore made concerning maintenance of labor standards. Mr. Gompers was advised that the aforesaid resolution was considered by the Council and Advisory Commission at the joint meeting of June 2, 1917, the resolution and the action thereon being reported in full in the minutes of that date. Thereupon it was voted that the Committee on Labor be requested to proceed with the preparation of the tentative bill contemplated by the aforesaid resolution and submit the same for the consideration of the Council and the Advisory Commission, with a view to its possible use should the matter arise in Congress or at such time as state legislatures again convene.

258 Commissioner Gompers referred to suggestions submitted by Secretary Wilson for dealing with the problem of hours of labor to be required in factories engaged in government work, said suggestions being set forth at length in the minutes of the joint meeting of the Council and Advisory Commission of June 4, 1917. It was moved by Secretary Lane, and so voted, that there be appointed to consider the matter and report to the Council, on Monday, June 18, 1917, a committee consisting of Secretaries Wilson and Redfield and Commissioners Gompers and Willard.

Commissioner Gompers also directed attention, among other things, to the alleged discrimination against union shoe and leather industries in the placing of government contracts, and to dissatisfaction arising from the fact that labor is not represented on the various subcommittees of the Advisory Commission, whose function it is to advise government departments in the placing of contracts, stating that his purpose in bringing up these various complaints and grievances was to emphasize with all possible force the growing unrest among the working people of the country, which threatened serious consequences unless remedial steps were taken; and to that end he suggested the wisdom of a conference between the representatives of the executive departments of the government and the responsible officers of national trade-union organizations.

Chairman Baker stated that the various grievances pointed out by Mr. Gompers should be adjusted, and in behalf of the Council and the Commission assured him of the active cooperation of every member and of their very earnest desire to be of every possible assistance.

Thereupon, at 6:15 o'clock p. m., the meeting adjourned.

Attest:

W. S. GIFFORD, *Director.*

259 **Minutes of Meeting of the Council of National Defense, June 18, 1917**

There was held a special meeting of the Council of National Defense on June 18, 1917, at 4:30 o'clock p. m., at the office of the Secretary of War. There were present all members of the Council and the Director.

A discussion was had of the general policy to be followed in awarding government contracts upon recommendation of the various subcommittees of the Advisory Commission, members of which might have business affiliations with a particular firm recommended for a particular contract. It was suggested that this embarrassment might be removed by the plan of committee reorganization now under consideration, and action was accordingly deferred pending such reorganization.

The Director read the following report from the Supply Committee of the Advisory Commission concerning the alleged discrimination against union manufacturers in awarding contracts for army shoes:

I refer to your telegram that Mr. Gompers is informed that Union Stamp factories were discriminated against in the recent award of contracts for army shoes.

1. On May 22nd copies of specifications Nos. 1206, 1257, and 1258 were sent to eighty-four manufacturers of men's shoes, asking them to submit bids; this method being adopted to secure wide-spread competition in bidding without advertising for bids, the latter method having been discontinued under order of the Secretary of War of April 12, 1917.

2. The list of manufacturers was prepared with care and was intended to comprise all responsible manufacturers of men's medium-priced shoes. Manufacturers of women's and children's shoes were not included, as it was not deemed necessary or desirable at this time to place contracts with factories who were not experienced in making men's shoes. The list was pre-

260 pared by the Shoe and Leather Committee appointed by this committee, was discussed at a formal meeting of the Committee, and was checked by each of the five members of the Committee that were present at the meeting. Mr. John S. Kent, President of the National Boot & Shoe Manufacturers Association and a member of the Committee, himself the head of a company operating an exclusively union factory, suggested at the meeting of the Committee that the Union Stamp factories should be encouraged to bid; this suggestion met with the approval of the entire Committee, and Mr. Kent was asked to personally check the list to see that all Union Stamp factories who might possibly be interested in bidding were included. The list of firms includes thirty-five firms who operate Union Stamp factories employing exclusively union men.

To this list of firms thus prepared were added the names of any firms who advised us that they desired to bid. Such requests were made by letter, by telegram, by personal calls, by calls from Congressmen, and by letters to the Quartermaster General, which were transmitted by him to us.

Of the eighty-four firms of whom bids were invited, bids were made by forty-seven.

Of the thirty-five firms operating exclusive union factories, twenty-one submitted bids.

3. On the opening of May 29th, awards were made by the Quartermaster's Department to the lowest bidders in every case. Of the Twenty-one firms to whom awards were made, eight operate Union Stamp factories employing exclusively union labor. These firms were awarded contracts totalling 1,350,000 pair. The largest award made to any individual concern was made to Chas. E. Eaton Co., which operates exclusive union factories.

4. On May 30th this Committee received word from the Quartermaster General that additional purchases of 750,000 pair of Field shoes were to be made. Telegrams were sent to all factories who had bid on Field shoes on May 29th and had not been awarded the entire amount of the bid, asking them if they desired to accept an award on Field shoes at a flat price of $4.75. Ten manufacturers replied in the affirmative before the closing of bids on June 1st, and were awarded contracts for Field shoes. Of these, four operate Union Stamp factories.

5. No contracts for army shoes have been placed since those mentioned above. Contracts for army shoes previous to those above described were placed by the Quartermaster's Department alone and without suggestion or advice from this Committee.

* * * * * * *

261 1. Manufacturers invited to bid, 84, of whom 35 operate under Union Stamp Contracts.

2. Manufacturers submitting bids, 47, of whom 21 operate under Union Stamp Contracts.

3. Manufacturers receiving awards, 23, of whom 8 operate under Union Stamp Contracts.

It was directed that a copy of the foregoing report be furnished Commissioner Gompers.

The Director read the following resolution, adopted by the Advisory Commission on June 14, 1917:

Whereas Petroleum is a vital necessity in carrying on the war; and

Whereas according to best estimates the stocks on hand January 1, 1917, amounting to 150,600,000 barrels, will be decreased, at the estimated rate of production and consumption, by January 1, 1918, to 80,600,000 barrels; and

Whereas in the event of an embargo or a cessation of the supply of oil from Mexico the stocks on hand January 1, 1918, may further decrease to 38,600,000 barrels; and

Whereas at the estimated rate of consumption and production the stocks on hand will be practically depleted on January 1, 1919, even with continued supply of oil from Mexico: Therefore be it

Resolved, That the Advisory Commission of the Council of National Defense urge upon the Council the necessity for immediately taking all possible steps, including the recommendation to Congress of the enactment of whatever legislation may be necessary to increase the present available supply of oil.

The Director read the following report, prepared by his office:

I submit herewith report respecting litigation pending between the U. S. and the Southern Pacific Railroad Company as same affects the supply of coal and fuel oil on the Pacific Coast.

262 There is now pending a lawsuit between the U. S. and the Southern Pacific Railroad Company.

This suit questions the validity of grants of large areas of land made to the Railroad Company by the government as a subsidy to encourage construction of a transcontinental road and seeks to have the grants set aside.

Part of these lands, which contain petroleum, were, until the commencement of this lawsuit, utilized by the railroad to supply itself with fuel oil for operating its train service. Pending final determination, the Railroad is prevented from drilling any of its lands involved in the above-referred-to lawsuit except to sink defensive offsetting wells on border lands.

The Chairman of the executive committee of the Railroad reports that it has purchased 1,000,000 barrels of fuel oil in the open market, but cannot purchase more, as present stocks of those marketing oil are already low and they refuse to sell further to the Railroad, reserving stocks on hand to care for their customers.

That the Railroad Company's production and purchases of oil falls short of its needs by between 8,000 and 9,000 barrels per day.

That as a result it is necessary for it to change 280, or about 20%, of its locomotives from oil burners to coal burners, and the Railroad is compelled for the maintenance of its train service to purchase, beginning in the near future, about 67,000 tons of coal per month.

That to supply its coal will require an average service of 1,200 coal cars monthly, and if handled by water 7 vessels carrying 6,000 tons average cargo twice a month. That were the Railroad permitted to take oil from the lands involved in the above-referred-to lawsuit this would provide an answerable part, though not all of the fuel to maintain the Railroad's train service.

The facts were submitted to the committee of Coal Production with a request to report on same.

The report of the Chairman of the latter Board advises that the coal used by the Railroad would probably come from British Columbia, mines in Colorado, Wyoming, Idaho, Utah, New Mexico, and Oklahoma.

That 1,200 coal cars per month would be approximately the number required to supply the Railroad Company's necessary tonnage. That at least seven vessels would be required to carry the 67,000 tons of coal per month by water.

263 That the total tonnage of coal brought to San Francisco during 1916 was 396,000 tons, whereas the coal requirements of the Southern Pacific Railroad Company, were the proposed switch from oil to coal made, would be 804,000 tons. The effect this would have on the Pacific Coast coal situation is self-apparent.

That the withdrawal of 1,200 coal cars per month to supply the Southern Pacific Railroad Company, were the proposed switch from oil to coal made, would be disastrous.

The Chairman of the Committee of Coal Production does not believe it would be possible to bring 60,000 or 70,000 tons of coal per month to the Southern Pacific Railroad Company without entirely disrupting the industries now dependent upon coal from the Rocky Mountain Fields.

The Southern Pacific Railroad Company has through its chairman indicated a willingness, were it permitted to take oil from the lands involved in the above-referred-to lawsuit, pending final determination thereof, to reimburse the government for all oil taken should this suit be finally decided against the Railroad.

Part of these lands is within the area constituting Naval Petroleum Reserves. Twenty-three and one-half sections being in Naval Petroleum Reserve No. 2; wells already having been drilled by the Railroad in eight and one-half sections.

The Chairman of the Southern Pacific Railroad Company reports the existing conditions would be relieved quickest were the Railroad permitted to drill wells on a maximum of four sections within Naval Reserve No. 2. The Railroad Company already has some wells in this section which is now being heavily drained by wells on adjoining lands. The Chairman also reports that some relief would ultimately be afforded were the Railroad allowed to drill lands outside of Naval Reserve No. 2, but in such outside districts wells would have to be so much deeper and so much time would be required to get results that this way would have little or no effect on the present emergency.

The Secretary of the Interior, replying to the request of Mr. Ferris, on H. R. 3232, states that 6,491,145 acres of public land believed to contain oil have been withdrawn from development by the government, Commissioner Baruch has presented a report, of date May 24th, 1917, from the Director of the Bureau of Mines, showing the best estimates of oil stocks on hand July 1, 1917, to be 150,600,000 barrels, which will be decreased at estimated current rate of production and consumption by January 1, 1918, to 80,600,000 barrels, with a possible decrease to 38,600,000 barrels if the supply now being received from Mexico is interrupted.

264 I have made inquiry at the Department of Justice to ascertain what, if any, legal objection exists to entering a stipulation in the above referred to lawsuit whereby the Southern Pacific Railroad Company may, pending final determination of the suit, take oil from the lands involved in this litigation under an arrangement whereby it will pay the government the full market price for all oil taken in the event the suit is finally determined against the Railroad Company. No legal objections as to the feasibility of such a plan were advanced, but I was given to understand that the determination of whether such a course should or should not be allowed rested entirely with the Navy Department on the ground that the litigation involved Naval Reserve lands.

The Director was requested to obtain from the Federal Trade Commission and the Bureau of Mines information as to the present production of oil, the possible production based upon an efficient development of existing fields, and the extent to which other oil lands in the United States, exclusive of naval reserves, might be developed.

The Director announced the desire of Mr. Carl Vrooman, Assistant Secretary of the Department of Agriculture, that Mr. W. L. Stoddard, of the Department of Agriculture, be appointed a member of the Priority Committee of the General Munitions Board. It was agreed that action be deferred pending the committee reorganization now under consideration.

The Director announced the desire of Mr. Peabody that Lucius S. Storrs be appointed a member of the Committee on Coal Production, especially to represent the electric railroads of the United States. It was voted that the appointment of Mr. Storrs be approved.

The Director reported that a conference with John P. White, President of the United Mine Workers, participated in by Secretary Wilson, Commissioner Gompers, and Chairman Peabody and
265 himself, had resulted in a satisfactory adjustment of the controversy with that organization, and that Mr. White and others of his associates had accepted membership on the Committee on Coal Production.

The Director stated that it was the desire of the Committee on Women's Defense Work to print at government expense a registration card designed to be furnished to local representatives of the Committee throughout the country, it being the intention to ask the women to come to the local representatives and register themselves for service, with a view to building up a working organization through which to reach the women of the country when desired. It was voted that a maximum expenditure of $2,000 be authorized for this purpose.

The Director introduced the minutes of the sixth meeting of the Advisory Committee on Shipping, of June 1, 1917, as follows:

Present, the full committee. The meeting was called to order by Chairman Denman at 10:15 a. m., and there was a discussion regarding the taking over of foreign contracts for building ships in American yards. It was decided to consider the resolution at the afternoon session. The Chairman adjourned the meeting at 10:45 a. m. without any further action being taken.

The full committee met again at 1:00 p. m. at the Hotel Raleigh, and a discussion of the resolution concerning the requisitioning of foreign ship contracts took place, but at the Chairman's request no resolution was passed at this meeting pending the submission of further figures regarding tonnage.

(38) The Committee brought a large amount of data concerning the importations and exportations to the principal countries with which the United States has maritime commerce.

(39) The Committee submitted a list of vessels, which it had arranged to charter to the French Commission, for the approval of Mr. Denman as Chairman of the Shipping Board. Mr. Denman said he would obtain the approval to these charters for one trip each of the list of vessels.

266 (40) The Committee stated that at a further conference of Steamship representatives a majority vote was given to the proposition made as a result of the conference with the Seamen's Union, of which a memorandum was attached to the minutes of a former meeting, and the Chairman requested a written report on this matter.

(41) The Chairman stated that the matter of a conference between various department heads of the Government had not been arranged because the demands and plans of the department had not been developed and the commercial use of the vessels had not been completely scheduled.

(42) The Chairman promised to report further regarding the operation of any steamers by the older established steamship lines at the next meeting.

Thereupon at 6:00 o'clock p. m. the meeting adjourned.

Attest:

W. S. GIFFORD, *Director*.

267 Minutes of Meeting of the Council of National Defense, June 20, 1917

There was held a special meeting of the Council of National Defense on June 20, 1917, at 4:30 o'clock p. m., at the office of the Secretary of War. There were present all members of the Council except Secretary Houston. The Director was present.

The Director was requested to advise Chairman Denman that Mr. Munson and other members of the Committee on Shipping desired a hearing, and that opportunity would be given the full committee to appear before the Council on Friday, June 22, 1917, at 4:30 o'clock, p. m.

The Director presented a request of Mr. George Creel that the Council endorse the national organization of speakers formed under the Four-Minute Men plan of the Committee on Public Information. The matter was ordered to be referred to Secretary Daniels.

The Director presented a revision of the Rules and Regulations of the Council of National Defense and the Advisory Commission, suggesting that the law required that they be approved by the President. It was agreed that they should be held in abeyance pending the committee reorganization now under consideration.

Secretary Redfield referred to a suggestion that had come to him concerning some adjustment of time leave allowances in the interest of government employees in the mechanical departments of the government during the war. No action was taken thereon.

The Director introduced a petition presented by the National Conference of Charities and Correction asking the Council
268 of National Defense to appoint a committee on the conservation of social work, representing the civic, charitable, and philanthropic agencies of the country "which shall serve in adjusting social work to war conditions, in correlating social activities and in minimizng duplication and waste." It was the sense of the meeting that the fundamental social questions involved are comprehended in the scope and present activities of the Committee on Labor of the Advisory Commission; and that so far as the problems are local, they should be dealt with by the charitable and philanthropic organizations of the localities affected, in cooperation with State Councils of Defense.

The Director was requested to draft and present at the next meeting a suitable resolution expressing the above views.

The Director referred to a communication, of date June 15, 1917, to the President of the United States, in which the American Prison Association offers to place at the service of the government the facilities of the penal and reformatory institutions of the country in the prosecution of the war. No action was taken thereon.

The director was instructed to communicate with the particular subcommittees of the Committee on Labor engaged in the study of separation allowances for dependents of enlisted men, and arrange with them for some competent person to correlate the available information on the subject, particularly the insurance investigations of the Department of Commerce and the experience of the Bureau of Pensions, such person then to draft a bill for the consideration of the Council, in line with action heretofore taken.

The Director referred to a plan proposed by the National Civil Service Reform League for the appointment of an employment bureau to handle civilian service for the Government. It was voted that action thereon be postponed.

269 The Director read a letter, of date June 11, 1917, from Congressman Burnett, chairman of the committee on immigration and naturalization, asking the opinion of the Council on the merits of H. R. 4876 and H. R. 4877, "to expatriate citizens who leave the United States to evade registration or selective draft." The Director was requested to reply thereto, stating that it was felt that the ques-

tion involved was not one that could properly be passed upon by the Council of National Defense. Secretary Wilson stated that the Department of Labor had taken the position that the question was one of policy, as to whether it was advisable to add to the penalties already imposed by the registration laws; and suggested that in replying to Congressman Burnett's letter it might be well to suggest the thought that such persons, when expatriated, are no longer citizens of the United States, and the question then arises whether or not they are subject to punishment under the registration laws.

The Director referred to a letter, of date June 19, 1917, from the Committee on Rubber, requesting permission to address the following inquiries quarterly to rubber manufacturers and importers:

(a) Stocks on hand at mill June 30, 1917.

(b) Stocks in transit in tons actually in United States June 30, 1917.

(c) Stocks in tons for which permits have been issued but which have not yet arrived in the United States June 30, 1917.

The foregoing was approved.

270 The Director read the following from the report of the Committee on Steel and Steel Products:

Your committee has been advised that another vessel in the Brazilian ore-carrying trade has been requisitioned by the Secretary of War. It is of great importance that equivalent tonnage be substituted for any vessels so requisitioned, in order that the transportation of manganese ore from Brazil may not be interrupted. As already pointed out, any interruption of supply from this source will have a serious effect on the steel industry of the country.

The Director was requested to advise Chairman Denman, of the United States Shipping Board, that the Council considers it of the greatest importance that there be no interruption of the supply of ferromanganese.

Thereupon, at 6:05 o'clock p. m., the meeting adjourned.

Attest:

W. S. GIFFORD, *Director.*

271 Minutes of Meeting of the Council of National Defense, June 21, 1917

There was held a special meeting of the Council of National Defense on June 21, 1917, at 4:30 o'clock p. m. at the office of the Secretary of War. There were present all members of the Council and the Director.

The Director read the following resolution, prepared pursuant to action of the Council of June 20, 1917, which was approved:

Whereas prominent members of the National Conference of Charities and Correction, including the President of the Conference and all of the ex-Presidents present at the Conference in Pittsburgh, have petitioned the Council of National Defense as follows: "We, the undersigned, members of the National Conference of Charities and Correction, assembled at Pittsburgh, realizing the fundamental service of civic, charitable, and philanthropic agencies in supplying elements of national efficiency and vitality; recognizing the difficulty of maintaining standards laboriously established, the exceptional demands for meeting the new needs arising out of war conditions, and the necessity of supplementing the enormous task of the government, do hereby request the Council of National Defense to appoint a Committee on the Conservation of Social Work, representing these agencies, which shall serve in adjusting social work to war conditions, in correlating social activities, and in minimizing duplication and waste"; and

Whereas the Council of National Defense, while recognizing the importance of the social questions involved and their direct relation to the general welfare and happiness of the people of the country, is of the belief that, so far as fundamental principles and causes are concerned, they are fully comprehended in the scope and present activities of the Committee on Labor, Conservation of Health, and Welfare of Workers of the Advisory Commission of the Council of National Defense, of which Samuel Gompers is Chairman; and that, insofar as such problems are local, they can be handled more effectively by the associated civic, charitable, and philanthropic organizations of the particular localities directly involved with the cooperation of State Councils of Defense: Therefore be it

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Resolved, That the Council of National Defense recommend to the National Conference of Charities and Correction the advisability of enlisting the cooperation of the Committee on Labor, Conservation of Health, and Welfare of Workers, and of the State Councils of Defense, as herein above suggested, in approaching the solution of the problems presented.

It was voted that the Committee on Shipping be requested to meet with the Council on Monday, June 25, 1917, at 4:30 o'clock p. m.

The Director stated that Chairman Peabody desired to add to the Committee on Coal Production Mr. Herbert Addison, vice president of the Big Horn Collieries Company, in Wyoming, to represent union mines in that section. It was voted that the appointment of Mr. Addison be approved.

The Director referred to a telegram, of date June 12, 1917, from the Pacific Coal Company, Seattle, Washington, to Chairman Peabody, stating that Finnish miners are returning to Finland to avoid the selective draft and asking an announcement that miners will be exempted, if such is to be the policy of the government. It was agreed that no action should be taken, in harmony with the policy heretofore followed, save to advise that the proclamation of the President outlining exemption regulations will shortly be issued.

It was voted that the report of the Director to the Chairman of the Council of May 28, 1917, outlining the organization and accomplishments of the Council and Commission to date, be transmitted by the Chairman to the President of the United States for his information, with the statement that the report has been given to the press for release on Monday, June 25, 1917.

Thereupon, at 5:00 o'clock p. m., the meeting adjourned.

Attest:

W. S. GIFFORD, *Director.*

273 Minutes of Meeting of the Council of National Defense, June 25, 1917

There was held a special meeting of the Council of National Defense on June 25, 1917, at 4:30 o'clock p. m., at the office of the Secretary of War. There were present all of the members of the Council except Secretary Wilson, the Director, and the members of the Committee on Shipping, except Mr. Ellis.

The meeting was devoted to a discussion of the shipping situation generally, in the course of which Chairman Denman, Mr. Munson, Mr. Franklin, Mr. Chamberlain, and others of the Committee on Shipping outlined the progress made in providing tonnage for trans-Atlantic service and submitted to the Council the following recommendations:

1. That the U. S. Shipping Board be vested with authority to exercise the power given by Congress to the President to requisition ships for the govern-

ment service, which is essential to an efficient and equitable distribution of tonnage.

2. That some central agency, preferably through the medium of the U. S. Shipping Board, be so organized as to properly coordinate the interests of the various departments of the government related to shipping, that all needs of the government may be considered in the distribution of available tonnage.

It was agreed that the foregoing recommendations should receive the favorable consideration of the Council.

Mr. Franklin, speaking for the Committee, stated that it was their desire that Chairman Denman definitely outline to them the scope of their duties as soon as he was given the necessary
274 powers for action, and that if the occasion then arose the Committee would feel a liberty to request a further conference with the Council. This met with the general approval of the Council.

Thereupon, at 6:10 o'clock p. m., the meeting adjourned.

Attest:

W. S. GIFFORD, *Director.*

275 Minutes of Meeting of the Council of National Defense, June 27, 1917

There was held a special meeting of the Council of National Defense on June 27, 1917, at 4:30 o'clock p. m., at the office of the Secretary of War. There were present all members of the Council and the Director.

Secretary Redfield stated the suggestion had come to him in connection with censorship that all messages be accepted with reservation of the right to paraphrase the contents in accordance with the obvious meaning, thus destroying any possible cryptogram. Secretary Redfield was requested to communicate the suggestion to the Secretary of War and the Secretary of the Navy.

The Director, at request of Secretary Redfield, introduced a report, of date June 21, 1917, from Edwin F. Sweet, Assistant Secretary of Commerce, concerning insurance for soldiers and sailors. The Director was requested to refer said report to the subcommittee of the Committee on Labor now engaged in preparing tentative legislation covering that question.

The Director referred to continued protests in regard to the diversion of water power from the Niagara River by Canadian interests, with consequent detriment to important industries in the United States. The Director was instructed to refer all parties protesting to the committees on foreign relations of Congress.

The Director presented a draft of a statement proposed to be published by the Committee on Public Information in response to the increasing demand of the general public for reliable infor-
276 mation on all branches of the government service. The Director was instructed to state to Mr. Creel that he had brought the statement to the attention of the Council, which was of the opinion that it was ill-advised; and that Secretary Baker and Secretary Daniels, who were present at the meeting, requested that the matter be brought to their attention officially, as members of the Committee on Public Information, by Mr. Creel before publication.

The Director referred to a letter of June 16, 1917, from the Chief of Ordnance to the General Munitions Board, concerning refusal of the United Engineering and Foundry Company of Pittsburg to bid on government material because of restrictions of the eight-hour law. The Secretary of War called attention to the fact that the War Department had power to compel such firms to furnish material to the government, and if the material in question is needed the Chief of Ordnance might call upon the Secretary of War to exercise that power.

The Director read a letter, of date June 23, 1917, from John P. White, President of the United Mine Workers, indicating an amicable adjustment of the controversy between that organization and the Committee on Coal Production.

The Director referred to a communication from the Chemical Committee, directing attention to the necessity of taking steps to prevent a shortage of toluol. It was agreed that action should be postponed until the proposed War Industries Board is established.

It was agreed that the rules and regulations should be so amended as to provide for the regular monthly joint meeting of the Council and Advisory Commission at 4:30 o'clock p. m., on the first
277 Monday of each month, instead of on the first Saturday of each month as at present. It was decided to hold the next regular monthly joint meeting of the Council and Advisory Commission on Monday, July 9, 1917, at 4:30 o'clock p. m.

The Director submitted a report, of date June 20, 1917, from Nat C. Murray, Assistant Statistician of the Department of Agriculture, showing the margin between consumers' prices and producers' prices on agricultural products before and since the war. The Director was requested to send a copy of said report to each member of the Council.

Thereupon, at 5:45 o'clock p. m., the meeting adjourned.

Attest:

W. S. GIFFORD, *Director.*

278 Minutes of Meeting of the Council of National Defense, July 5, 1917

There was held a special meeting of the Council of National Defense on July 5, 1917, at 4:30 o'clock p. m., at the office of the Secretary of War. There were present all members of the Council except Secretary Wilson. The Director was present.

The Director introduced resolutions adopted at a conference of representatives of many of the penal and reformatory institutions of the several states, held in Washington July 2 and 3, 1917, at the instance of the American Prison Association, offering to the Federal Government the cooperation and assistance of those institutions in the interest of the National defense. The Director was requested to convey to them the appreciation of the Council, and to advise them that the Council commends the recommendations and suggestions presented to the serious consideration of the departments of the government concerned.

The Director stated that the Committee on Public Information contemplated a meeting in Washington on July 10, 1917, to which the various magazines would be asked to send representatives, to

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discuss plans for cooperation in the protection of recruits "from the traditional sources of moral as well as of physical injury." It was the sense of the meeting that such a procedure would be unwise, and the Director was instructed to ask Mr. Creel not to hold the proposed conference.

279 The Director introduced a report from Dr. Edward E. Pratt, Chief of the Bureau of Foreign and Domestic Commerce of the Department of Commerce, tabulating supplies of minerals and metals accumulated in the United States and withdrawn from the market for enemy account. Said report was referred to Secretary Daniels, to have the Bureau of Supplies of the Navy Department consider the same in conjunction with the War Department.

The Director brought up a communication from the British Admiralty to General Goethals asking authority to place contracts with firms in the United States for the construction of trawlers for mine sweeping; also a similar request from the Russian Government, with the additional request that they be given the benefit of government prices for the steel. Said communications were referred to Chairman Baker to take up with the President.

The Director read a resolution submitted by the Committee on Inland Water Transportation with its letter of June 16, 1917. Said resolution was adopted by the Council in the following amended form:

Whereas the freight which must be moved is greatly in excess of the transportation facilities of the railroads, and there is a probability that this serious condition may be further aggravated; and

Whereas the navigable waters of the United States are capable of useful service as water routes affording great relief to the land carriers;

Whereas there is at this time a scarcity of carriers on the said waters of the type and class necessary, and it is now impracticable for private parties to secure the construction of such carriers:

Resolved, That we recommend the Council of National Defense to request the Shipping Board, whenever in their judgment it is wise to do so, to construct and sell, at not less than cost, to responsible parties and on satisfactory terms as to payment, barges, towboats, and incidental marine equipment for use

280 in commercial service on the navigable waters of the United States, to be operated by such private parties in such service and on such routes as will best serve the public needs and afford the greatest relief from freight congestion, and as may be directed by the Government of the United States during the war, and after the war in such services and on such routes as may to such private parties seem best to serve the commercial needs of the country.

It was agreed that Chairman Peabody be authorized to appoint Rembrandt Peale, Commissioner of the Tidewater Pooling Association, a member of the Committee on Coal Production.

It was agreed that Chairman Shaw, of the Commercial Economy Board, be authorized to employ Dr. M. T. Copeland as an expert in merchandising at a salary of $3,000 per annum, his employment to be subject to termination at any time.

The Director brought up a proposed plan of work submitted by Dr. Anna Howard Shaw, Chairman of the Committee on Women's Defense Work, with her letter of June 29, 1917. The following action was taken with reference to such features of the proposed plan as have not heretofore been considered by the Council:

With reference to the suggestion that employment adjustment bureaus be maintained in connection with registration centers under the direction of the proper federal and state departments, it was thought unwise for the Committee on Women's Defense Work to undertake this.

With reference to the suggestions that enrollment for training classes be conducted in connection with general registration centers, and that training classes be organized to fit women to take the places of men in general occupations and trades, it was thought the Women's Committee might be helpful in that connection, and the Director was instructed to ask the Women's Committee to outline to the Council the proposed method of accomplishing such training.

With reference to the suggestion that plans be adopted for the enlist-

281 ment of women as noncommissioned officers for service in those departments of the Army and Navy in which they may be substituted for men, it was thought inadvisable to take such action.

With reference to the recommendations made as to cooperation with the Department of Agriculture in connection with food production and dissemination of general information, the Director was requested to ask the Women's Committee to confer with Secretary Houston.

The Council approved the recommendations made with reference to food conservation and home economics, if carried out with the full cooperation of Secretary Houston and Mr. Hoover; and the Director was requested to ask the Women's Committee to confer with Secretary Houston in regard to these matters.

With reference to the recommendations made as to women in industry and child welfare, the Director was requested to ask the Women's Committee to confer with Secretary Wilson.

With reference to the recommendations made for maintenance of existing social-service agencies, the Director was requested to ask the Women's Committee to handle the matter through the State Councils of Defense, extending any assistance possible, but undertaking to formulate no national policy.

The Council approved the recommendations made for cooperation with the Bureau of Education and the Committee on Public Information.

With reference to the recommendations made for home and foreign relief, the Director was requested to ask the Women's Committee to take the subject up with the Red Cross.

It was voted that the budget of the Committee on Women's Defense Work for twelve months ending May 31, 1918, totaling $30,971, as submitted with the foregoing plan of work, be approved by the Council.

Thereupon, at 6:00 o'clock p. m., the meeting adjourned.

Attest:

W. S. GIFFORD, *Director*.

282 Minutes of Regular Joint Meeting of the Council of National Defense and the Advisory Commission, July 9, 1917

There was held the regular monthly joint meeting of the Council of National Defense and the Advisory Commission on July 9, 1917, at 4:30 o'clock p. m., at the office of the Secretary of War. There were present all members of the council, all members of the Advisory Commission, and the Director.

Chairman Willard made his report, calling attention to the following specific points which the Advisory Commission desired to bring up for discussion with the Council:

(a) The development of new and substitute sources of supply, such as toluol, oil, and nitrates.

(b) The following up of orders for material after placed.

(c) The shipping problem, particularly concerning the best use possible of such facilities as we now have.

(d) The distribution of raw and manufactured materials in accordance with the relative urgency of the various demands.

(e) Question of prices on certain raw materials and finished products as related to the progress of the war program.

(f) The obtaining of information in regard to sanitary and safety requirements, and such recognition of plans by the departments as will give assurance that such plans are executed.

The meeting thereupon, at 5:30 o'clock p. m., adjourned until Tuesday, July 10, 1917, at 4:30 o'clock p. m., for a full discussion by the Council and Advisory Commission of the subject matter of Chairman Willard's report.

Attest:

W. S. GIFFORD, *Director.*

283 Minutes of Joint Meeting of the Council of National Defense and the Advisory Commission, July 10, 1917

There was held a special meeting of the Council of National Defense and the Advisory Commission on July 10, 1917, at 4:30 o'clock p. m., at the office of the Secretary of War. There were present all members of the Council except Secretary Wilson; all members of the Advisory Commission, except Commissioner Godfrey and the Director.

Chairman Willard stated that since making his report to the Council on July 9, 1917, he had obtained information from the special railway committee concerning discontinuance of train service, indicating that although the policy had only recently been adopted and would be carried out to a greater extent, it had already effected a saving of 11,500,000 passenger train-miles and 726,000 tons of coal per year.

Chairman Willard stated that he desired to add to the specific points raised in his report to the Council on July 9, 1917, the following:

(g) The necessity for central authority and decisive information.

Thereupon Chairman Baker briefly outlined for the benefit of the Advisory Commission a plan of reorganization which had been recommended by the Council and which was now under consideration by the President, designed among other things to meet the additional question raised by Chairman Willard. There followed a general discussion of the proposed plan.

284 Chairman Baker explained the progress made in experimental work looking to an increased supply of nitrates through the development of new processes, which assured a domestic production within a comparatively short period sufficient to meet our requirements.

Commissioner Coffin outlined to the meeting the progress made by the Aircraft Production Board and explained the program for the future.

It was agreed that those questions raised by Chairman Willard's report upon which the Advisory Commission desired further information should be regarded as unfinished business for consideration at the next joint meeting.

The Director stated that Mr. Creel desired an opportunity to present to the Council certain moving-picture representatives now in Washington. It was agreed they might appear at the Council meeting on July 11, 1917, and an invitation was extended to the members of the Advisory Commission to be present if they so desired.

Thereupon at 6:15 o'clock p. m. the meeting adjourned.

Attest:

W. S. GIFFORD, *Director.*

285 Minutes of Joint Meeting of the Council of National Defense and the Advisory Commission, July 12, 1917

There was held a special joint meeting of the Council of National Defense and the Advisory Commission on July 12, 1917, at 4:30 o'clock p. m., at the office of the Secretary of War. There were present all members of the Council, except Secretary Houston; all members of the Advisory Commission, except Commissioners Coffin and Godfrey; and the Director.

Commissioner Gompers referred to a memorandum from the Surgeon General of the Army, of date July 7, 1917, calling attention to the threatened shortage of glassware and the serious difficulty encountered in obtaining glass containers for medical supplies, and stating that the glass blowers had been urged to forego their usual summer shut-down, but were reluctant to do so unless requested by the Council of National Defense as a necessary war measure. Commissioner Gompers asked the authority of the Council to negotiate with the organization of glass blowers with a view to making whatever arrangement was possible to maintain the output of glass. Thereupon it was voted that the matter be referred to Commissioner Gompers to take up with the organization, expressing the belief of the Council of National Defense that some arrangement, the most comfortable for the workers that can be made, is necessary in the interest of the national defense.

The meeting was then devoted to a discussion of the proposed creation of a Labor Adjustment Commission. Secretary Wilson, reporting for the special committee appointed by the Council to consider the matter, consisting of Secretary Redfield, Commissioners Willard and Gompers, and himself, read the following plan developed by the Committee:

286 First. There shall be created by the Council of National Defense a Labor Adjustment Commission, to be composed of nine members (or seven members), as follows: Mr. ——— ———, Mr. ——— ———, and Mr. ——— ——— (or just one name), representative of the Government; Mr. ——— ———, Mr. ———, ———, and Mr. ——— ———, representative of employers; and Mr. ——— ———, Mr. ——— ———, and Mr. ——— ———, representatives of labor. Vacancies shall be filled by representatives of the same elements selected in the same manner. The Commission shall have jurisdiction over all disputes concerning wages or conditions of employment in all establishments having contracts with the Government in accordance with the eight-hour law of June 19, 1912, or March 3, 1913, and shall hear and determine all labor disputes in which more than one thousand workers are directly affected, and may in its discretion hear and determine labor disputes in which less than one thousand workers are directly affected. It shall also have authority to appoint from time to time Labor Adjustment Committees to hear and determine such labor disputes as may be assigned to them by the Commission, where less than one thousand workers are directly affected, such committees to be representative of the same elements as the Commission. The awards of the Labor Adjustment Commission or the Labor Adjustment Com-

mittees appointed by it shall be made in each case not more than thirty days after the case has been submitted to the Commission, and shall be binding upon the employers and the employees in the plant affected for such period as may be expressed in the award, but not longer than sixty days after the close of the war. In all hearings before the Commission or Committees the employers and employees affected shall have the right to be represented in the presentation of their respective cases by such persons as they may select under such rules as the Commission may prescribe.

Second. That in every contract hereafter made by the Government in accordance with the eight-hour law of June 19, 1912, or March 3, 1913, which may require or involve the employment of laborers or mechanics there shall be included the following stipulations: That wages of persons employed under such contracts shall be computed on a basic day rate of eight hours' work, with overtime rates to be paid for at not less than time and one-half for all hours' work in excess of eight hours. That whenever a labor dispute arises in any establishment under contract with the Government in accordance with the provisions of the eight-hour law of June 19, 1912, or March 3, 1913, which the employers and employees, or their representatives, are unable to mutually adjust, and a strike or lockout seems imminent, the Department of Labor may, on its own initiative or at the request of the employers, the employees, or the Department whose contract is affected, appoint a Mediator, who shall, on behalf of the Government, endeavor to bring about a mutually satisfactory adjustment of the dispute. If the Mediator thus appointed is unable to bring the employers and employees to a mutual agreement, the question or
287 questions in dispute shall be submitted for adjudication to the Adjustment Commission created by the Council of National Defense, work to be continued pending its decisions. Every contractor and subcontractor shall agree to accept and abide by the decision of the Labor Adjustment Commission or Labor Adjustment Committee, as the case may be, and every worker accepting employment in any plant within the jurisdiction of the Adjustment Commission shall do so with the definite understanding and agreement that he will accept and abide by the decisions of the Adjustment Commission or the Adjustment Committee, as the case may be, in the settlement of any question affecting labor submitted to it for adjudication.

Secretary Wilson stated that the Committee approved of the above plan, save in two particulars, upon which he was obliged to report a disagreement, as follows:

First. Commissioner Gompers was of the opinion that in the eighth line of the proposed plan should be inserted the word "organized", making the three labor representatives on the commission as provided by the plan, "representative of organized labor." The other three members of the committee objected to the inclusion in the plan itself of any provision limiting the labor representatives on the commission to representatives of organized labor, but stated they were willing that Commissioner Gompers should nominate the three labor members of the commission, naming representatives of organized labor if he so desired.

Second. Commissioner Gompers was of the opinion that the proposed plan should provide, in the second paragraph thereof, for the incorporation in every government contract of a clause similar to that contained in cantonment contracts recently awarded by the War Department, to the effect that as basic standards in the adjustment of disputes the commission shall use the union scale of wages, hours, and conditions in force on June 1, 1917, in the locality where the work is to be performed. The other three members of the committee felt that it would be unwise to include such a provision in the plan.

288 Secretary Wilson, Secretary Redfield, Commissioner Gompers, and Commissioner Willard each spoke at length, outlining his position and his reasons therefor.

Commissioner Gompers stated also that he favored a commission of seven, rather than nine members.

Secretary Baker stated that he thought it desirable that the President be informed of the proposed plan before definite action was taken; and that in any event he thought the Council would desire to give the matter careful consideration. Thereupon Secretary Daniels moved, and it was so voted, that final vote upon the plan be deferred.

Thereupon, at 6:15 o'clock p. m., the meeting adjourned.

Attest:

W. S. GIFFORD, *Director.*

289 Minutes of Meeting of the Council of National Defense, July 16, 1917

There was held a special meeting of the Council of National Defense on July 16, 1917, at 4:30 o'clock p. m., at the office of the Secretary of War. There were present all members of the Council and the Director.

Chairman Baker offered the following resolution, which was adopted by the Council:

Resolved, in view of the urgent need of the iron and steel product of the country for purposes of the national defense, and of the probable requirement for such purposes by the nation of all that can be produced, that the Council of National Defense call the attention of the Export Council to the situation and urge that the most careful consideration be given by the Export Council to all applications for license for export of both iron and steel and iron and steel products.

The question arose as to whether a statement made to the Steel Committee, as to the government needs of iron and steel, would reach the independent iron and steel producers of the country; and, if not, what would be the best method of reaching them. The Director was requested to ask Commissioner Baruch to call upon Chairman Baker concerning the matter.

The Director read a letter, of date July 6, 1917, from Secretary Wilson to Chairman Baker, enclosing copy of a letter from C. T. Gregory to Chairman Peabody, of the Committee on Coal Production, offering to the government unconditionally 20,000 acres of coal lands in Kentucky. It was voted that the matter be referred to the Bureau of Mines for a report to the Council as to the advisability of accepting the aforesaid offer and mining the coal for the benefit of the army and navy.

290 It was moved by Secretary Lane, and so voted, that the Council transmit a letter of appreciation to Mr. Gregory, with the advice that his offer is receiving consideration. Chairman Baker requested the Director to prepare such a letter for his signature.

The Director read a letter, of date June 20, 1917, from Commissioner Gompers to Secretary Wilson, and Secretary Wilson's reply thereto, of date June 28, 1917, concerning the demarcation of the activities of the Committee on Women's Defense Work, the Women in Industries Committee of the Committee on Labor of the Advisory Commission, and the National League for Woman's Service. It was the sense of the meeting that no action should be taken by the Council at present, as the whole matter appeared to be working out satisfac-

torily, and should be left to the guidance of the Director from time to time.

The Director brought up a letter, of date June 27, 1917, from Commissioner Gompers urging upon the Council the advisability of placing labor representatives upon all committees and boards formed under the Council and Advisory Commission. It was the sense of the meeting that action thereon be deferred pending the reorganization now under consideration.

The Director brought up a letter, of date July 11, 1917, from Commissioner Gompers to the Director, suggesting that the name of the Section on Vocational Education of the Committee on Labor be changed to "Section on Industrial Training for War Emergency", to remove misunderstanding as to its functions; and also presenting for the approval of the Council a program of industrial training to be undertaken by that committee. It was the sense of the meeting that the suggested change of name was a matter within the discretion of the committee itself. The proposed plan of action was ordered to be referred to Secretary Wilson for attention.

291 The Director read a telegram from the Chairman of the Oregon State Council of Defense, stating that the agricultural districts of that state face a serious labor shortage due to enlistments in army and navy, and urging that troops be detailed there for a period of thirty days to assist in caring for the crops. The matter was referred to the Secretary of War.

It was voted that Chairman Peabody be authorized to appoint Roy A. Rainey, 52 Vanderbilt Avenue, New York City, a member of the Committee on Coal Production and Chairman of the subcommittee on coke, to succeed E. L. Pierce.

The Director brought up a letter, of date July 10, 1917, from the Administrative Officer, Sandy Hook Proving Ground, Fort Hancock, N. J., complaining of difficulty in obtaining coal at that point. No action was taken thereon.

The Director brought up a letter, of date July 9, 1917, from Ralph Earle, Chief of Bureau of Ordnance, Navy Department, Washington, D. C., to the General Munitions Board, enclosing a letter from the E. I. Du Pont de Nemours & Company concerning the inadvisability of commandeering ships engaged in the nitrate trade. The Director stated he had brought the matter to the attention of the U. S. Shipping Board, which met with the approval of the Council. No further action was taken.

The Director introduced a letter, of date July 7, 1917, from the Chairman of the Nebraska State Council of Defense, concerning alleged anti-American conduct of German-Lutherans in that state. The Director stated he had brought the matter to the attention of the Department of Justice. No further action was taken.

292 The Director read a report, of date July 9, 1917, from the Commercial Economy Board, concerning the investigation made along the lines of curtailing the excessive number of styles of wearing apparel, particularly clothing and shoes. It was moved by Secretary Lane, and so voted, that the Council extend to the Commercial Economy Board its commendation of the work already done, and express its approval of the recommendations made in the report for a continuance along the lines therein indicated.

The Director brought up a file of correspondence received from Commissioner Baruch concerning increase in rentals of New York apartments. It was the sense of the meeting that there was no action with reference thereto that the Council could take.

The Director referred to a letter, of date July 9, 1917, from the Chemical Committee of the Advisory Commission, concerning duplication of work by the Bureau of Standards in connection with recovery of benzol and toluol from water gas. It was voted that the Chemical Committee be requested to get in touch and cooperate with the Bureau of Standards in regard to the matter.

The Director referred to a letter, of date July 11, 1917, from the Missouri Council of Defense, requesting the franking privilege for official correspondence. It was the sense of the meeting that such privilege could not legally be extended.

Thereupon, at 6:00 o'clock p. m., the meeting adjourned.

Attest:

W. S. GIFFORD, *Director.*

293 Minutes of Meeting of the Council of National Defense, July 18, 1917

There was held a special meeting of the Council of National Defense on July 18, 1917, at 4:30 o'clock p. m., at the office of the Secretary of War. There were present Secretaries Daniels (presiding), Lane, Houston, Redfield, and Wilson, and the Director.

George L. Bell, attorney and executive officer of the California State Commission of Immigration and Housing, and special representative of the governors of eight western states (California, Arizona, Nevada, Utah, Idaho, Colorado, Oregon, and Wyoming), laid before the Council a report of the I. W. W. activities throughout the West, and in behalf of the governors and councils of defense of those states presented recommendations for federal action deemed necessary for an effective handling of the situation.

The Acting Chairman was instructed to lay the matter before the President. Mr. Bell was asked to furnish the Director with a statement of his argument and recommendations, who would transmit a copy to each member of the Council.

The Director presented a chart, with a statement explanatory thereof, prepared by Commissioner Martin, which the Advisory Commission desired submitted to the Council with the recommendation that it be given consideration in connection with reorganization plans now pending, and with the further suggestion that it might afford a means of more effectively administering the present organization, at least until such time as a reorganization be decided upon. After some discussion thereof, upon motion of Secretary Houston, the chart and accompanying statement were ordered filed for subsequent consideration.

294 The Director read the following letter, of date July 18, 1917, from Chairman Willard, of the Advisory Commission, addressed to the Chairman of the Council:

At a meeting of the Advisory Commission held this date Commissioner Gompers called attention to statements appearing in the Washington papers yesterday and today which indicated that the Government's shipbuilding program was being

delayed because of further controversy which had arisen between Chairman Denman and General Goethals. The subject was discussed at some length and the Chairman was asked to address a letter to the Council of National Defense advising the Council of the concern which the Commission feels regarding that situation.

Mr. Arthur Pollen, who has been lecturing in this city on marine matters, and who has been referred to frequently as an expert concerning naval questions, has publicly stated that at the beginning of the active submarine campaign the world's ocean tonnage amounted to approximately 40,000,000 tons. He said that at the present rate of destruction about 8,000,000 tons a year will be lost and that the replacement will not amount to more than 2,000,000 tons, so that at the end of one year's active submarine campaign, the world's available tonnage will be reduced, if his statement is correct, 6,000,000 tons, leaving a total of 34,000,000 tons. This and other information serve sufficiently to indicate the gravity of the situation and to emphasize the necessity and importance of doing everything to hasten construction. The belief is becoming general that ship construction is not going forward at the present time as rapidly as it should and can, because of the differences between Messrs. Denman and Goethals. If that feeling is justified, the situation should promptly be corrected, and if it is not justified, we believe that the public generally should be so informed.

In connection with the foregoing Secretary Redfield dictated for the record the following statement:

On the morning of July 17, 1917, George J. Baldwin, President of the Pacific Mail Steamship Company and Vice President of the American International Corporation, called upon me. The American International Corporation owns the New York Ship Building Company at Camden, N. J. Mr. Baldwin stated
295 to me that the interests he represented were prepared to go into standardized shipbuilding in a very large scale in addition to the work of the New York Ship Building Company itself; that they were prepared to create additional facilities; that they might have been using those facilities a month ago had it not been for the quarrel between Mr. Denman and General Goethals; that at the New York Ship Building Company plant itself they were prepared, and had for some time been prepared, to make large extensions to the plant, and that they would have made those extensions and have been building a number of additional ships had it not been for the quarrel between Mr. Denman and General Goethals. He stated that as the matter now stood they were ready to proceed as the Government wanted them to do, and carry out the wishes of the Government fully, but that they were unwilling to do anything whatever so long as this difficulty continued, because they did not know where they stood with this excited feeling between these men. They were quite unwilling to take any steps at all to promote the building of ships just because of this quarrel.

I might add that I know Mr. Baldwin personally very well, indeed; that he is a sober-minded man, whose word is to be taken very seriously. He requested me to state to the President that the present condition was intolerable and called for a very sudden change.

It was agreed that the subject matter of the foregoing should be brought to the attention of the President.

Thereupon, at 6:00 o'clock p. m., the meeting adjourned.

Attest: W. S. Gifford, *Director.*

296 Minutes of Meeting of the Council of National Defense, July 23, 1917

There was held a special meeting of the Council of National Defense on July 23, 1917, at 5:05 o'clock p. m., at the office of the Secretary of War. There were present Chairman Baker, Secretary Daniels, Secretary Lane, and Secretary Wilson, the Director, and the following members of the Committee on Shipping: Chairman Denman and Messrs. Franklin, Raymond, Chamberlain, Warden, Bull, and Munson.

Chairman Baker stated that the meeting had been called in compliance with the request of the Committee on Shipping that further discussion be had of the matters brought up at the meeting of June 25, 1917. Thereupon Mr. Raymond read the following statement:

The members of the Committee on Shipping requested this meeting with the Council of National Defense in accordance with the understanding reached with you at our meeting on June 25th to the effect that if our Chairman did not definitely outline to us our duties, responsibilities, and activities when he was given the necessary powers for action we would feel at liberty to request a further conference with the Council, which position was approved by the members of the Council.

We were appointed by the Council of National Defense to assist in moving traffic to the Allies. Our first deliberations resulted in our recommending that the only solution of the difficulty was that the Government should have general requisitioning powers. Realizing that these could not be secured until the passage of an act of Congress, we thought that might take time, so we approached shipowners who had not been tempted by high rates of freight to withdraw their steamers from safe trades and send to Europe through the danger zone. We reported to our Chairman that we had been met in a broad and patriotic spirit by the shipowners, who were prepared to furnish a minimum of thirty thousand tons for carriage of traffic to the Allies, with the understanding that their compensation for the use of said steamers by the United States would be
297 whatever was ultimately decided a fair requisition rate. Our Chairman left this proposition in abeyance for about three weeks, when we were authorized by our Chairman to arrange for as much tonnage as possible and to fix the same with the French Government officials, and we were told by him that we could settle upon any rate that we could secure. On July 1st, after negotiating about ten days or two weeks with the French officials, we reached an understanding with them, and on July 6th named some definite steamers to our Chairman, who undertook to have the Shipping Board authorize their charter for one voyage only. These steamers have since been dispatched and owners have asked for the approval for further charters under the same arrangement made by us, and such approval has been declined by the Shipping Board. These steamers were then chartered by their owners at higher rates in perfectly safe trades.

We realize that our Chairman did not welcome the appointment of this Committee, and we have reluctantly concluded that he has decided not to use the committee if he can avoid doing so. In spite of urgent requests from us for a committee meeting, none has been called since June 6th, since which time we have written the following letter, to which no reply has been received, and also exchanged the following telegrams:

Letter to Mr. Denman, dated July 5, 1917, signed by all members of the Committee with exception of Mr. Bull, who was absent from the city:

"Referring to our telephone conversation of Tuesday, July 3rd, and your request that the New York members of the Committee should give you their views regarding a fair requisitioning rate:

"Owing to the holiday, it has been impossible to get a full meeting, but the views of the members present here today are that they are prepared to proceed to Washington at any time that you desire and give you or the Shipping Board their recommendations regarding requisitioning rates.

"As you know, the Committee acting in accordance with the understanding reached with you at our last meeting held in Washington on June 6th, consider that they are to take no action until you call them together and advise them what you consider to be their duties, responsibilities, and activities.

"The undersigned members of the Committee deplore its present inactive position, as we are most desirous of being of service and feel that valuable time is being lost, and we hope that you will be able to arrange for a meeting in Washington not later than the week beginning July 9th, when it can be
298 decided whether the Committee can be of any service; and if so, what the duties are to be.

"Owing to engagements of some of the members of the Committee, we will greatly appreciate a reply from you tomorrow, if at all possible."

Telegram to Mr. Denman, dated July 16, 1917, signed P. A. S. Franklin for the New York Members of the Committee:

"The New York members of your committee at meeting today decided to remind you of your assurances to them that as soon as the powers under the recent requisition bill were delegated you would call the Committee together and define their duties, responsibilities, and activities.

"The Committee would appreciate your doing this as promptly as possible and are prepared to be in Washington any day this week at your convenience except Thursday.

"We have again carefully considered your request regarding proposed requisition rate. It is such an important matter and there are so many essential features and conditions upon which we feel we should have complete information which can only be developed by a general discussion with you that we have decided it is impossible to properly reach any conclusions or make any definite recommendations until a meeting and conference is held with you upon the subject. We again respectfully request that you call an early meeting of our committee."

Telegram received from Mr. Denman dated July 17, 1917:

"I regret that the members of your committee should seek repeatedly to embarrass me by asking me to engage in a deliberation with your Committee on the question of freight rate and charter rate when you know that I am a member of the Board which will have to act upon that rate judicially. I requested your Committee to deliberate upon this matter in my absence, and you advised me several weeks ago that you had given the matter careful consideration and recommended a charter rate of ten dollars per deadweight ton per month, the charterer to pay the war-risk insurance and the charter to be in government form. You, personally, and Mr. Munson and Mr. Raymond promised to have in writing to the Shipping Board a statement of facts justifying this charge. You reached this conclusion on theory that the Shipping Board was to have powers of requisitioning identical with those given it by Congress
299 and the President. There are no new changes on the seat since you made your recommendations of ten dollars a ton. The submarine sinkings seem to be about the same rate. What is there that made all your Committee so certain that ten dollars a month was a proper charge three weeks ago which does not exist now? You have always assured me of your patriotism, and I have felt it very strongly. I have looked with great interest for your reasons for recommending ten dollars per ton a month because eight shillings a month for the same service was regarded as extraordinarily high before the war, and I was interested to see how you justified the raise. If you persist in refusing to give us the benefit of your independent judgment based upon your knowledge of shipping affairs on the question of the ocean charter rate in response to requests repeatedly made over the last three months, I fear that it will be impossible for me to be at once a member of the Shipping Board and a member of your Committee."

Telegram in reply to Mr. Denman, July 17, 1917, signed by New York members of the Committee:

"Your telegram received, and we consider the contents unfair, misleading, and not justified by the facts.

"Referring to the meeting with the Council of National Defense held at the office of the Secretary of War on June 25th, we respectfully request that you ask the Secretary of War to arrange with the Council of National Defense to give our Committee a hearing at the convenience of the Council sometime on Friday, July 20th, or Saturday, July 21st, or as promptly thereafter as possible.

"We have wired to the Secretary of War that we have asked you to request this conference, expressing our hope that it can be arranged promptly."

The position of the Committee has become intolerable, and we therefore respectfully urge for your consideration the reconstruction of the Committee, defining its duties, so that its practical knowledge of shipping matters may be of some service to the Government.

A general discussion ensued. It was decided that the Council should consider the whole subject in executive session at an early date and determine just what are the functions of the Committee on Shipping as a body advisory to the Council of National Defense.

300 In the meantime the Committee on Shipping agreed, first, to formulate for Chairman Denman a definite statement of the information the Committee believed indispensable to an intelligent consideration of the question upon which they were expected to furnish recommendations; and, second, to suggest to the Council those relations and advisory functions which in the judgment of the Committee would enable them to be of the greatest service.

Thereupon, at 6:30 o'clock p. m., the meeting adjourned.

Attest:

W. S. GIFFORD, *Director.*

301 Minutes of Meeting of the Council of National Defense, July 27, 1917

There was held a special meeting of the Council of National Defense on July 27, 1917, at 9:30 o'clock a. m. at the office of the Secretary of War. There were present all members of the Council and the Director.

Chairman Baker read the following resolution adopted by the Committee on Coal Production of the Council of National Defense:

Resolved, That Mr. L. A. Sneed, of Washington, D. C., be appointed a Central Commissioner of the Operators of the United States, to pass upon and distribute the requisitions made by the Government on the Committee on Coal Production of the Council of National Defense to the different States: Be it further

Resolved, That the Committee of two from each State be authorized to determine upon any methods they may find practical to equitably distribute the obligation of taking care of Government coal orders.

Chairman Baker was requested to take up with the Federal Trade Commission the subject matter of the foregoing resolution.

Thereupon the Director read for the information of the Council a letter, of date July 13, 1917, addressed to him by the Chairman of the Committee on Coal Production concerning the coal situation, particularly with reference to a letter, of date June 30, 1917, addressed by Secretary Baker to the Director dealing with the question of coal prices.

The Director read a letter, of date July 13, 1917, to the Chairman of the Council of National Defense, signed by Senator Phelan and his colleagues composing the joint Congressional Committee on
302 Irrigation and Reclamation of Arid Lands, requesting a hearing upon the question of legislation "to insure the Government an adequate supply of oil." The Chairman was requested to take the matter up with the President.

With reference to the foregoing subject, the Director announced that he had received reports thereon from the Bureau of Mines and the Federal Trade Commission. He was requested to furnish a copy thereof to each member of the Council.

The Director referred to a memorandum from the Chairman of the General Munitions Board, of date July 21, 1917, suggesting the advisability of an official request by the Council of National Defense that the General Munitions Board submit a complete list of items which should be controlled by the Exports Council. The Director stated he had received numerous requests for an expression from the Council as to exports which should be controlled, mentioning specifically a letter, of date June 20, 1917, from Vance McCormick, Chairman of the Administrative Board of the Exports Council, inquiring whether in the opinion of the Council of National Defense an effort

should be made to prevent exports of leather in order to protect our own requirements. It was agreed that all such matters should be referred to the Exports Council.

The Director introduced a report, submitted by Commissioner Godfrey, of a conference between the Committee on Engineering and Education of the Advisory Commission and a commission sent to Washington by Canadian universities outlining educational conditions in Canada as related to the war, and making certain recommendations, which recommendations the Director stated had been approved by the Advisory Commission. It was voted that the said report be referred to the Secretary of War.

303 The Director read the following resolution adopted by the Interdepartmental Advisory Committee:

Resolved, That the Interdepartmental Advisory Committee urge upon the Council of National Defense the desirability of uniformity in the practice of exempting federal government employees, paid and volunteer, from the draft, and further urge that government employees as a class be not recommended for military exemption, but that only such technical and scientific individuals as cannot readily be replaced receive the approval of their departmental head for exemption by the Local Boards.

The Chairman stated that the matter of exemptions had been considered by the Cabinet and a rule adopted that there should be no class exemptions, and that the exemption of employees considered indispensable to the government service should be determined in each individual case by the Cabinet officer heading that particular department. The Chairman was directed to take up with the President the exemption of employees in other government departments not under the jurisdiction of any Cabinet officer.

The Director stated the desire of Chairman Peabody to appoint as members of the Committee on Coal Production William Diamond and Robert H. Harlin, both members of the International Executive Board of the United Mine Workers of America. Such appointments were approved by the Council.

The Director read a letter, of date July 16, 1917, from Secretary Wilson to Chairman Baker concerning recent race riots in East St. Louis, and suggested that some method might be devised, through cooperation with State Councils of Defense, of reducing the aimless migration of negro labor northward. Secretary Wilson was requested to prepare for submission to the Council a letter to be addressed to the State Councils of Defense.

304 George L. Bell, attorney and executive officer of the California State Commission of Immigration and Housing, again appeared before the Council relative to I. W. W. activities in the West. He stated that I. W. W. agitators had caused serious disturbances in the past few days at San Jose, tieing up the canneries in that vicinity, and urged federal action in line with recommendations heretofore presented.

Secretary Houston submitted the following report upon a "plan for the organization of emergency research in agriculture under war conditions", proposed by the Agriculture Committee of the National Research Council and heretofore referred to the Secretary of Agriculture for consideration:

I have considered the proposed plan for the organization of emergency research in agriculture under war conditions. The plan undoubtedly has merit. It will be helpful provided only it clearly and definitely works through existing organizations. I understand, of course, that the committee is purely an advisory committee and that its suggestions, so far as they affect the experiment stations, will be submitted through the States Relations Service; so far as they affect the Department of Agriculture, through the Secretary's office; and, so far as independent institutions are concerned, to them directly. With this understanding I approve the program.

In reference to the appropriation requested, I may say that the committee labors under a misapprehension as to my statement in the matter. What I did say was that the question of funds should be taken up with the Director of the Council. I do not recall having made any agreement to give the committee funds from the Department. I have no legal power to do so. Certainly the amount ought to be kept down to the minimum and I think, before action is taken, the Director ought to secure a specific statement of the organization, personnel, and salaries proposed.

It was voted that the foregoing report be approved by the Council.

Thereupon, at 11:00 o'clock a. m., the meeting adjourned.

Attest:

W. S. GIFFORD, *Director*.

305 Minutes of Meeting of the Council of National Defense, July 28, 1917

There was held a special meeting of the Council of National Defense on July 28, 1917, at 9:30 o'clock a. m., at the office of the Secretary of War. There were present all members of the Council and the Director.

The meeting was devoted to a discussion of the proposed reorganization.

At 10:30 o'clock a. m. an adjournment was taken until 2:00 o'clock p. m., Secretary Houston in the meantime to prepare and submit to the Council when it reconvened a statement outlining the plan for reorganization.

The meeting reconvened at 2:00 o'clock p. m. All members of the Council and the Director were present.

There ensued a discussion of the reorganization plan, which was finally approved and released for the press in the following form:

The Council of National Defense today decided, with the approval of the President, to create a small body to be known as the War Industries Board. The War Industries Board, in addition to other duties, will assume those formerly discharged by the General Munitions Board. The new Board will be composed of seven members, working under the direction and control of the Council of National Defense and responsible through it to the President. Its members will be direct representatives of the Government and of the public interests. It will be composed of Mr. F. A. Scott, Chairman; Lieutenant Colonel Palmer E. Pierce, representing the Army; Rear Admiral Frank F. Fletcher, representing the Navy; Mr. Hugh Frayne; Mr. B. M. Baruch; Mr. Robert S. Brookings; and Mr. Robert S. Lovett.

The Board will act as a clearing house for the War industry needs of the Government, determine the most effective ways of meeting them, and the best means and methods of increasing production, including the creation or extension of industries demanded by the emergency, the sequence and relative

306 urgency of the needs of the different government services, and consider price factors, and in the first instance the industrial and labor aspects of problems involved, and the general questions affecting the purchase of commodities.

Of this Board Mr. Baruch will give his attention particularly to raw materials; Mr. Brookings to finished products; and Mr. Lovett to matters of priority. These three members, in association with Mr. Hoover so far as foodstuffs are involved,

will constitute a commission to arrange purchases in accordance with the general policies formulated and approved.

The Council of National Defense and the Advisory Commission will continue unchanged and will discharge the duties imposed upon them by law. The Committees heretofore created immediately subordinate to the Council of National Defense, namely, Labor; Transportation and Communication; Shipping, Medicine, and Surgery; Women's Defense Work; Cooperation with State Councils; Research and Inventions; Engineering and Education; Commercial Economy, Administrations, and Statistics; and Inland Transportation, will continue their activities under the direction and control of the Council. Those whose work is related to the duties of the War Industries Board will cooperate with it. The subcommittees advising on particular industries and materials, both raw and finished, heretofore created, will also continue in existence and be available to furnish assistance to the War Industries Board.

The purpose of this action is to expedite the work of the Government, to furnish needed assistance to the Departments engaged in making war purchases, to devolve clearly and definitely the important tasks indicated upon direct representatives of the Government not interested in commercial and industrial activities with which they will be called upon to deal, and to make clear that there is total disassociation of the industrial committees from the actual arrangement of purchases on behalf of the Government. It will lodge responsibility for effective action as definitely as is possible under existing law. It does not minimize or dispense with the splendid service which representatives of industry and labor have so unselfishly placed at the disposal of the Government.

It was voted that the five civilian members (exclusive of the two Army and Navy representatives) of the War Industries Board should receive a salary of $400 per month.

Thereupon, at 4:00 o'clock p. m., the meeting adjourned.

Attest:

W. S. GIFFORD, *Director.*

307 **Minutes of Meeting of the Council of National Defense, July 30, 1917**

There was held a special meeting of the Council of National Defense on July 30, 1917, at 4:30 o'clock p. m., at the office of the Secretary of War. There were present all members of the Council except Secretary Wilson. The Director was present.

Senator Phelan and Representatives Baker and Kahn appeared before the meeting in the interest of the development of California oil lands, and asked some expression from the Council to the effect that it considers the enactment of a leasing bill advisable as a war emergency measure.

The Council then went into executive session. There ensued a discussion of the oil situation as a whole. No action was taken.

Thereupon, at 6:30 o'clock p. m., the meeting adjourned.

Attest:

W. S. GIFFORD, *Director.*

308 **Minutes of Meeting of the Council of National Defense, August 1, 1917**

There was held a special meeting of the Council of National Defense on August 1, 1917, at 4:30 o'clock p. m., at the office of the Secretary of War. There were present all members of the Council and the Director.

The Director was requested to draft for the signatures of the Chairman a letter to each member of the War Industries Board

advising him officially of his appointment and sending him a copy of the resolution adopted by the Council outlining the character and functions of the War Industries Board.

Upon motion of Secretary Lane, it was voted that the majority report of the special committee appointed to consider a plan for the creation of a Labor Adjustment Commission, set forth at length in the minutes of the joint meeting of the Council of National Defense and the Advisory Commission held on July 12, 1917, providing in the alternative for seven or nine members, be amended to provide for nine members. The said majority report, as so amended, was then put to vote and unanimously approved.

Upon motion of Secretary Wilson, it was voted that Commissioner Willard be asked to nominate the three representatives of employers, and that Commissioner Gompers be asked to nominate the three representatives of labor as members of such Labor Adjustment Commission. It was agreed that each member of the Council would consider nominees for appointment to the said Labor Adjustment Commission as representatives of the Government and make recommendations at a subsequent meeting.

309 Chairman Scott, of the War Industries Board, presented to the Council his fellow members on the Board, except Mr. Frayne, who was absent. There ensued a general discussion of the functions on the said Board, particularly with reference to meeting the requirements of the Allies.

Thereupon, at 6:00 o'clock p. m., the meeting adjourned.

Attest:

W. S. GIFFORD, *Director.*

310 **Minutes of Meeting of the Council of National Defense, August 2, 1917**

There was held a special meeting of the Council of National Defense on August 2, 1917, at 4:30 o'clock p. m., at the office of the Secretary of the Navy. There were present all members of the Council except Secretary Houston. Secretary Wilson entered the meeting at 5:15 o'clock. The Director was present.

It was voted, upon motion of Commissioner Lane, that Commissioner Martin be authorized to appoint additional committees with the following personnel:

Committee on Nursing: M. Adelaide Nutting, Chairman; Annie W. Goodrich, President A. N. A.; S. Lillian Clayton, President National League of Nursing Education; Mary Beard, President National Public Health Nursing Organization; Lillian D. Wald; Jane A. Delano; Julia C. Lathrop; Dr. William H. Welch; Dr. Herman M. Biggs; Dr. Winford H. Smith; Dr. S. S. Goldwater; Professor C. E. A. Winslow; Ella Phillips Crandall, Secretary.

Committee on Diseases of Ear, Nose, and Throat: Dr. Charles W Richardson, Washington; Dr. Harris P. Mosher, Boston; Dr. Burt R. Shurly, Detroit; Major Theodore C. Lyster, U. S. A., Washington; Surgeon George B. Trible, U. S. N., Washington.

311 Committee of Women Physicians: Dr. Rosalie Slaughter Norton, Chairman; Dr. Caroline Purnell, Philadelphia; Dr Caroline Towles, Baltimore; Dr. Mary Lapham, North Carolina; Dr.

Marion Craig Potter, Rochester, N. Y.; Dr. Adelaide Brown, San Francisco; Dr. Emma Culbertson, Boston.

Committee on Rehabilitation of Maimed and Crippled: Dr. Shepherd I. Franz, Chairman, Washington; Col. J. D. Glennan, M. C., U. S. A., Washington; Surgeon Howard Francis Strine, U. S. N., Washington; Mr. W. Frank Persons, American Red Cross, Washington; Dr. Joel E. Goldthwait, 372 Marlboro Street, Boston; Dr. John Staige Davis, 1200 Cathedral Street, Baltimore; Dr. T. H. Weisenburg, 1909 Chestnut Street, Philadelphia; Mr. C. R. Dooley, Westinghouse Company, Pittsburgh, Pa.; Surgeon George L. Collins, U. S. P. H. S., Boston.

At the suggestion of Secretary Daniels, the Director was requested to ask Commissioner Martin to endeavor, so far as practicable, to add to the personnel of his committees a member from the South and a member from the far West, that the representation on such committees may be as nearly national as possible.

The Director was also requested to obtain for the approval of the Council the names of new members substituted upon committees of the General Medical Board for members called into service abroad, also the names of the latter.

The Director read a letter, of date July 28, 1917, from John A. Voll, President Glass Bottle Blowers' Association, to Commissioner Gompers, stating that in response to the appeal made to them in the interest of sustaining the maximum output of bottles to meet the needs of the medical departments of the government, the mem-
312 bers of that organization engaged in production for the army and navy would continue work during the summer without interruption. Upon motion of Secretary Lane, it was voted that the Director prepare and send to Mr. Voll a resolution expressing the appreciation of the Council of National Defense of the patriotic action of his association.

The Director introduced a report which the Committee on Inland Water Transportation had had prepared on the Erie Canal and Atlantic Chain of Waterways, and referred to a report prepared by Captain J. F. Ellison of that Committee. The report on the Erie Canal and Atlantic Chain of Waterways was referred to Secretary Redfield to report recommendations to the Council, and the Director was requested to obtain and send to Secretary Redfield in the same connection a copy of Captain Ellison's report.

At this point Secretary Wilson entered the meeting.

The Director brought up a request of the Committee on Inland Water Transportation for the payment of traveling expenses of members of that committee, particularly those of Captain J. F. Ellison, who it is stated is not in a position financially to pay his own expenses. It was agreed that the expenses already incurred by Captain Ellison be paid, and that payment of expenses of other members of the committee be held in abeyance until Secretary Redfield had made his report to the Council.

The Director read the following letter, of date August 1, 1917, from Chairman Willard of the Advisory Commission, addressed to Chairman Baker:

At a meeting of the Advisory Commission, held this date, consideration was given to the subject of Federal Valuation of Railways, and particularly to the number of men now employed in that connection. Inquiry developed the fact

that there are now engaged on that work about 6,500 men, of whom 4,596 are civil engineers. This work is being carried on in accordance with an Act
313 of Congress, and at an estimated cost to the railroads and the Government of about $8,000,000 a year. It is not from this point of view, however, that we have considered the matter, although the amount of money involved is not inconsiderable. We have tried to view it solely as developed by the question: Are these men and is this money being used in such a way as to contribute to the winning of the war? We do not think so, and we recommend that during the continuance of the war all work in connection with the physical valuation of the railroads be discontinued, and the men—engineers and others—now engaged in that work be thereby made available for other and more immediately important employment. We also recommend that work now under way should be brought to such a state of completion as to preserve, so far as possible, the full benefit of what has already been done. This recommendation is unanimously approved by the Advisory Commission.

The Director also read the following resolution, unanimously adopted by the general engineering section of the Committee on Engineering and Education independent of and without knowledge of the action indicated in the foregoing letter of Chairman Willard:

Whereas the necessities of the conduct of war have drawn into military service a large number of civilian engineers of this country, and have thereby seriously depleted the nation's normal force of professional engineers; and

Whereas further urgent demands have been received in this country within the past few days for all classes of engineers familiar with railroad construction and wharf, pier, and terminal work for service with the United States Army in France; and

Whereas several thousand competent and highly trained engineers in the United States, both in Government service and in the employ of railroads and other corporations, are now engaged in the work of valuation of public utilities under the law of March 1, 1913, which work is not in any way necessary to the conduct of the war, nor will its results be of any value in prosecuting the war:

Now, therefore, the Subcommittee on General Engineering of Section 5 (Engineering and Education) of the Advisory Commission of the Council of National Defense resolves to recommend most strongly to the Council of National
314 Defense, and through it to the President of the United States, that the action of the law of March 1, 1913, requiring the valuation of the railroads of the United States be temporarily suspended, so as to utilize the engineering talent and man power now engaged on that work in lines more necessary to the immediate prosecution of the war.

The Director was requested to ascertain from Chairman Willard information as to the shortage of engineers which the Advisory Commission had in mind as making necessary the action recommended.

Secretary Daniels was requested to take up with Chairman Hurley, of the United States Shipping Board, the relations of the Committee on Shipping to the Shipping Board and to the Council of National Defense.

Secretary Daniels was also requested to discuss with Chairman Hurley means of coordinating all of the shipping needs and all of the shipping resources of all departments of the Government.

The Director referred to a letter, of date July 12, 1917, from Melvin J. Bonham, of Seattle, Washington, to Senator Wesley L. Jones, suggesting the advisability of legislation under which a home guard might be organized, composed of men above conscription age, particularly with reference to I. W. W. disturbances. The said letter was referred to the Secretary of War.

The Director introduced a letter, of date July 22, 1917, from Representative Burnett to Chairman Baker, requesting expression from the Council of National Defense concerning House Resolution 5369, dealing with the deportation of aliens, particularly with reference to

its advisability as a war emergency measure. The said letter was referred to the Chairman.

Secretary Wilson stated that officials of the Southern Pacific Railway have been notified that at 6:00 o'clock Saturday, August 4, a general strike of their trainmen will be called unless certain
315 grievances are satisfactorily adjusted; that the railroad company desired to submit the controversy to the United States Board of Mediation and Conciliation, but that the trainmen are unwilling to do so. Upon motion of Chairman Baker, it was voted that a resolution be adopted requesting both parties to the controversy to accept the offices of the United States Board of Mediation and Conciliation, and that the Secretary of Labor be authorized to make such request in behalf of the Council of National Defense.

Thereupon, at 6:00 o'clock p. m., the meeting adjourned.

Attest:

W. S. GIFFORD, *Director.*

316 Minutes of Joint Meeting of the Council of National Defense and the Advisory Commission, August 6, 1917

There was held the regular monthly joint meeting of the Council of National Defense and the Advisory Commission on August 6, 1917, at 4:30 o'clock p. m., at the office of the Secretary of the Navy. There were present Secretary Daniels (presiding), Secretary Redfield, and Secretary Wilson, all members of the Advisory Commission except Commissioner Baruch, and the Director.

Pursuant to request of the Council for further information as to the shortage of engineers, which the Advisory Commission had in mind as making advisable the suspension of work in connection with the federal valuation of the railways, Commissioner Willard stated that of the 6,500 men engaged in the work, 4,580 were civil engineers, about 75 percent of whom were in the regular employ of the railroads and would merely be transferred to other branches of the service. He further stated that the railroads had been called upon to send engineers to France, and for this and other reasons there was an unusual demand for civil engineers in the railway service as well as in other fields, so that he felt there was no doubt that if the engineers in question were released their services could be used to advantage in other directions. At the suggestion of Secretary Wilson that the matter involved not only a war emergency measure but questions of general policy as well, it was agreed that the acting Chairman should take it up with the President.

317 Commissioner Willard read the following resolution adopted by the Advisory Commission:

Resolved, That it is the sense of the Advisory Commission that the question of industrial exemptions under the selective draft is of very serious importance, and, as there seems to be a lack of authoritative information as to how it is to be administered, that the Council of National Defense be requested to obtain as soon as practicable full information upon the subject.

With reference to the foregoing, Commissioner Willard stated that the members of the Advisory Commission were constantly importuned for information as to the exemption regulations and the procedure necessary to obtain exemption for unusually skilled and valuable men considered necessary to the efficient operation of industries vital to

the prosecution of the war, but that the Commission were unable to answer such inquiries for the lack of definite information. It was agreed that the Director should take the matter up with the Secretary of War.

Commissioner Willard read the following resolution:

Whereas it is important in the interest of the general welfare and the success of the program of national defense that there should be a thorough and complete coordination between all departments having to do with the public health; and

Whereas the Council of National Defense may at any and all times require accurate and accessible information regarding the sanitary conditions of all branches and stations of the military forces and of the civilian communities with which the armed forces may have communication; and

Whereas the sanitation of industrial communities serving the Government is a matter of prime importance to the success of the war: Therefore be it

Resolved, That there should be established a central recording office of sanitary information, with a recorder in charge and with suitable clerical and other facilities as may be required to properly assemble and record exact data relating to the sanitary and health conditions of all camps and surrounding communities, all hospitals and hospital ships, naval bases, and vessels, and important
318 industrial communities, etc.; and be it further

Resolved, That the Surgeon General of the Army and the Navy and Public Health Service be directed to cooperate fully in the work of compiling and furnishing to the Recording Office so established such information as may be required, to the end that the health of the armed and civilian population may be most accurately known and effectively safeguarded.

Memorandum: This matter, if desired, can be undertaken by the Medical Section of the Council of National Defense.

Commissioner Martin thereupon explained the thought of the General Medical Board in making the foregoing recommendations and stated that the plan had the approval of the Surgeons General of the Army, Navy, and Public Health Service. Secretary Wilson suggested the advisability of also obtaining the cooperation of the Bureau of Labor Statistics of the Department of Labor, whose investigations into industrial sanitary conditions are of great importance. It was agreed that the subject should be considered at the next meeting of the Council, at which time Commissioner Martin stated he would welcome the opportunity of presenting the views of the General Medical Board.

Commissioner Gompers referred to the action of the Council in adopting the majority report of the special committee appointed to consider the plan for a Labor Adjustment Commission and said that in his judgment the action taken was a very serious mistake and one which he would be obliged to state was taken over his objections.

Commissioner Gompers raised the question of compensation for the labor representatives on the Labor Adjustment Commission, stating that it was a feature he would have to take into consideration in making the nominations. At the suggestion of Secretary Wilson that an expression from him as to what in his judgment was a
319 fair compensation would be valuable to the Council in reaching a determination, Commissioner Gompers stated he would offer his views at an early date.

Commissioner Gompers expressed concern over statements that had come to his attention in connection with the pending Food Bill, indicating that it was the intention of certain elements influential in its framing to prevent all strikes and that it was intended that the enactment of the law should have that effect. Mr. Gompers stated that

he brought the matter to the Council for its very serious consideration. On motion of Secretary Redfield, it was agreed that the matter should be brought by the acting Chairman to the attention of the President.

Commissioner Willard read the following cablegram, of date July 30, 1917, from John F. Stevens, chairman of the advisory commission of railway experts in Russia:

Officials ask for American unit one hundred twenty-nine men consisting of division superintendents, dispatchers, train masters, traveling engineers, master mechanics, and one telephone expert to advise application telephone dispatching to Russian lines. These men merely to educate Russians in American operation. Hope to cable definitely middle this week. Suggest you ascertain quick what you can do pending decisive cable. Will agree to do this per your letter May 3rd. Unit should be military. They may ask for many more men later, but all such requests require approval Minister, which expect to get shortly.

Commissioner Willard stated that Mr. Stevens also recommended that the United States extend to Russia sufficient credit, approximately $135,000,000, to enable them to place orders for 1,500 additional locomotives and 30,000 cars, without which, in the opinion of Mr. Stevens and his fellow commissioners, proper transportation facilities could not be maintained. On motion of Secretary Redfield, it was agreed that the matter be brought by the acting Chairman to the attention of the President.

320 The Director read the following letter, of date August 4, 1917, from Chairman Peabody, of the Committee on Coal Production:

I am enclosing herewith the following:

1. Copy of my letter to you of July 13th, outlining the activities of the Committee on Coal Production of the Council of National Defense in its efforts to carry out the duty assigned to it by Secretary Baker as Chairman of the Council of National Defense, i. e.:

"To make every effort possible to increase the output of coal at the mines, and to cooperate with the Transportation Committee of the Advisory Commission to facilitate the movement of coal to points where the need is greatest."

2. Copy of my letter to you of July 28th, 1917, advising that various States are planning to take independent action to relieve the existing coal situation in the absence of definite approved federal action.

3. Suggestions as to the future regulation of the coal industry in the United States.

The present coal situation in the United States is such that, even at the risk of seeming insistent, I am again calling your attention to these letters above referred to, in the first of which I asked for some alternative approved plan to secure the results we believed were obtainable under the plan disapproved by Secretary Baker, and in the second of which I suggested that the various States be requested not to take independent action for the regulation of the coal industry.

The enclosed suggestions as to the regulation of the coal industry of the United States reflect the best thought of operators and mine workers as to how the industry should be conducted during the period of the war. In this connection, I wish to bring to your attention that Section Number 25 of the "Lever Bill", generally known as the "Pomerene Amendment", does not contemplate that either the mine workers or operators of the country shall in any way participate or have direct representation in the management of the coal industry. I think it my duty to bring to your attention the fact that the Amendment as reported by the Conference Committee is regarded with the gravest apprehension by both mine workers and the operators.

The "Pomerene Amendment" contemplates the actual operation of the second largest industry in the country by a federal commission already charged
321 with exercising supervisory powers over every industry in the country except transportation. By way of comparison, consider the effect of imposing upon the Interstate Commerce Commission, itself a supervisory body,

the scarcely greater burden of actually operating on short notice the entire railroad system of the United States.

You will note that the attached plan for the conduct of the coal industry during the period of the war provides for a commission of three—a representative of the Federal Trade Commission, to insure fair and reasonable prices; a coal operator, to secure practical management of the industry and most effective distribution of coal; and a mine worker, to insure fair wages and working conditions and thereby to obtain the full cooperation of labor. As an added recommendation, after three years of experimentation, Great Britain has substantially adopted this same plan.

The situation now confronting the country is so fully set forth in my previous letters, copies of which are attached hereto, and the plan herewith submitted, that I shall not take up your time further by again outlining it here.

The Director was requested to furnish each member of the Council with a copy of Mr. Peabody's "suggestions as to the future regulation of the coal industry in the United States", referred to in the foregoing letter.

Thereupon, at 6:00 o'clock p. m., the meeting adjourned.

Attest:

W. S. GIFFORD, *Director.*

322 Minutes of Meeting of the Council of National Defense, August 8, 1917

There was held a special meeting of the Council of National Defense on August 8, 1917, at 4:30 o'clock p. m., at the office of the Secretary of the Navy. There were present all members of the Council and the Director.

Chairman Baker stated that the Committee on Women's Defense Work desired the Council through the State Department to invite the British and French Governments to send to this country three women, representative of England, France, and possibly Ireland, to confer with the Women's Committee and give to our people generally some understanding of the relation of women abroad to the war. The foregoing suggestion met with the general approval of the Council, and the Chairman was requested to submit it to the President for his approval.

The Director brought up the question of additional office space necessary to accommodate the rapidly expanding organization of the Council. He was requested to obtain complete information as to how available space in the Munsey Building might be obtained, either by commandeer or purchase; also estimates upon a two-story temporary structure with floor space of approximately 200,000 square feet.

The Director called attention to an unauthorized article appearing in the Philadelphia Public Ledger of August 8, 1917, concerning the creation of a Labor Adjustment Commission, which made desirable some public announcement by the Council. He was requested to give the details to the press.

323 The Director referred to the coal situation, stating that the State Councils of Defense were taking the matter up and were suggesting the necessity of independent action on their part. It was moved by Secretary Houston, and so voted, that inasmuch as the matter was now in the hands of the Federal Trade Commission, no action should be taken by the Council at this time, and that the Di-

rector be requested to furnish the Federal Trade Commission with a copy of Chairman Peabody's report on the subject and any other pertinent information.

The Director referred to a letter, of date August 2, 1917, from the Chairman of the Connecticut State Council of Defense, protesting against alleged inequitable apportionment of the selective draft in that state. It was agreed that no action could be taken.

The Director read a resolution presented by the General Medical Board suggesting a plan of coordination between all government departments concerned with the public health, which resolution is set forth in full in the minutes of the joint meeting of the Council and Advisory Commission of August 6, 1917. It was voted that the matter be submitted to the Surgeons general for their views and recommendations.

The Director referred to a letter, of date July 31, 1917, from the Washington State Council of Defense, requesting a government loan for the purpose of increasing the production of wheat on the Yakima Indian Reservation. The matter was ordered to be referred to the Secretary of Agriculture to advise the Washington State Council of Defense of the steps now being taken by the Government to stimulate the production of wheat.

324 The Director read the following report of the General Medical Board:

The following members of the original General Medical Board have been called to active service in the Surgeon General's office: Dr. William J. Mayo, Rochester; Dr. Victor C. Vaughan, Ann Arbor; Dr. William H. Welch, Baltimore; Dr. Theodore C. Janeway, Baltimore; Dr. W. H. G. Logan, Washington; Dr. Edward Martin, Philadelphia; Dr. Charles H. Mayo, Rochester; Dr. William F. Snow, New York; Dr. Stuart McGuire, Richmond; Dr. Winford Smith, Baltimore; Dr. William C. Woodward, Washington.

The following are in service in France or elsewhere:

Dr. Frederic A. Besley, Chicago; Dr. George E. Brewer, New York City; Dr. George W. Crile, Cleveland; Dr. John M. T. Finney, Baltimore; Dr. Joseph Marshall Flint, New Haven (awaiting sailing orders); Dr. Charles H. Peck, New York City; Dr. Richard P. Strong, Boston; Dr. William S. Thayer, Baltimore; Dr. George Walker, Baltimore.

The following have been recently added: Dr. John Fairbanks Binnie, Kansas City, Mo.; Dr. Jos. C. Bloodgood, Baltimore; Dr. Alexis Carrel, New York City; Dr. John G. Clark, Philadelphia; Dr. Frederic J. Cotton, Boston; Dr. Robert L. Dickinson, Brooklyn; Dr. Jos. Rilus Eastman, Indianapolis; Dr. Jabez Jackson, Kansas City, Mo.; Dr. Fred Bates Lund, Boston; Dr. Albert J. Ochsner, Chicago; Dr. Emmet Rixford, San Francisco; Dr. J. Bentley Squier, New York City.

The additional appointments to fill vacancies as above reported were approved.

325 The Director read a letter, of date August 3, 1917, from acting Chairman Polk, of the Exports Council, requesting for the guidance of that body information as to the government's needs for leather. The Director was requested to have the Administrative Board of the Exports Council furnished with complete information by the War Industries Board as to the materials in which a shortage was anticipated such as to make desirable consideration of restriction of export.

Secretary Daniels reported that he had conferred with Chairman Hurley concerning relations with the Committee on Shipping and the coordination of the shipping needs and resources of the several government departments, and that Chairman Hurley had those subjects under consideration.

The Director read a statement prepared by the Bureau of Mines concerning conservation of gasoline, which the Oil Committee of the Advisory Commission urged be given general publicity through State Councils on Defense. The statement was approved in the following form:

After a careful investigation of the present gasoline situation, Mr. Van H. Manning, Director of the Bureau of Mines, of the Department of the Interior, has issued the following statement:

"One-half of the gasoline used in the United States (one billion two hundred and fifty million gallons) is used in pleasure riding.

"It is estimated that the United States Army will need three hundred and fifty million gallons for aeroplanes, trucks, automobile tractors, and other machines. There is no way of obtaining this in this country except by saving from the existing supply and this economy may be procured by voluntary cutting down of pleasure riding (for instance, the man who takes his family out on Sunday for a fifty-mile ride can cut this in half).

"It has been estimated that by economical use enough gasoline can be
326 saved to supply not only the United States but also its Allies for war purposes.

"The following suggestions should be observed by automobile owners:

"Do not allow your gasoline engine to run idle.

"Use kerosene, not gasoline, for cleaning purposes in the garage.

"See to it that the carburetor does not leak. Form the habit of shutting off the gasoline at the tank.

"By judicial regulation of the mixture of gasoline and air in the motor both greater power and economy of fuel may be obtained."

Automobile owners need not lay up cars but should use them, either for trade or pleasure purposes, thoughtfully and judiciously. If this advice is followed, there will be no undue scarcity, for the United States possesses an abundant supply for ordinary purposes.

The Director was requested to place the foregoing statement in the hands of State Councils of Defense, and to furnish a copy to Secretary Redfield to circulate in commerce reports.

The Director read the following regulation, drafted upon recommendation of the Provost Marshal General:

INDUSTRIES NECESSARY TO THE MAINTENANCE OF THE NATIONAL INTEREST DURING THE EMERGENCY

The approval of the Council of National Defense will be required before any claim for discharge based on the above ground is considered by the District Board. The claim or group of claims filed for discharge on Form _____ _____ or _____ must be accompanied by an affidavit from the Secretary of the Council of National Defense stating that the industry in question is considered necessary to the maintenance of the national interest during the emergency; that the continuance of the output of materials and supply of services in that industry at or beyond the normal amount is necessary for the maintenance of the national interest and that a substantial impairment in the supply of such materials or services would be effected by the taking of persons engaged in it for the national army.

327 With reference to the foregoing, the Director was requested to advise the Provost Marshal General that the Council is of the opinion that the method of procedure contemplated is impracticable of accomplishment.

The Director referred to a letter, of date August 1, 1917, from the South Carolina State Council of Defense, requesting "authoritative information of a character to give our people a correct idea of the dangers which threaten our Nation and the necessity for prompt

and patriotic cooperation with the national authorities for the conduct of the war." The matter was ordered to be referred to Mr. Creel for attention.

The Director read the following, of date August 6, 1917, from Commissioner Martin:

1. The Surgeon General of the Army and the Secretary of War are much interested in devising some means of exempting medical students.
2. In accordance with this desire, we are asking the Deans of schools to obtain a list of the medical students registered with their institutions who have been subject to draft, and to forward these lists at the earliest possible moment to the Surgeon General's office for consideration.
3. It is hoped that some definite plan can be devised by which these students may be allowed to finish their medical education. At present there is no legal way of accomplishing this.
4. This is in reply to resolutions that are being formulated by different state committees, and directly in reply to a copy of a series of resolutions referred to me by you from the Wisconsin State Council of Defense.

While approving the action of Dr. Martin in collecting the information, it was agreed that no action could be taken by the Council at this time as to exemption of medical students.

Thereupon, at 6:00 o'clock p. m., the meeting adjourned.

Attest:

W. S. GIFFORD, *Director.*

328 **Minutes of Meeting of the Council of National Defense, August 9, 1917**

There was held a special meeting of the Council of National Defense on August 9, 1917, at 4:30 o'clock p. m., at the office of the Secretary of the Navy. There were present Chairman Baker, Secretary Daniels, and Secretary Wilson, Commissioner Gompers, Judge Mack, and the Director.

Judge Mack presented the draft of a bill to amend an Act entitled "An Act to authorize the establishment of a Bureau of War Risk Insurance in the Treasury Department", approved September 2, 1914, and explained to the Council its provisions in detail.

The Council approved in principle the policies contained in the aforesaid bill, and extended a vote of thanks to Commissioner Gompers and Judge Mack, and those associated with them, in appreciation of the excellent work done by them in its preparation. The Chairman was directed to report this action to the President.

Thereupon, at 6:00 o'clock p. m., the meeting adjourned.

Attest:

W. S. GIFFORD, *Director.*

Memorandum: There being no quorum at the above meeting, the action taken thereat was subsequently ratified by the Council at its meeting of August 10, 1917

329 **Minutes of Meeting of the Council of National Defense, August 10, 1917**

There was held a special meeting of the Council of National Defense on August 10, 1917, at 9:30 o'clock a. m., at the office of the Secretary of War. There were present Chairman Baker, Secretary Daniels, Secretary Lane, Secretary Wilson, and the Director.

It was voted that the Council ratify the action taken at the meeting of the Council of August 9, 1917, as reported in the minutes of that date, there being no quorum present at that meeting.

Secretary Wilson brought to the attention of the meeting the strike situation in the lumber camps of the Northwest. He was requested to draft for the signature of the Chairman a telegram urging on behalf of the Council of National Defense that the employers and employees reach an agreement.

The Director again brought up the question of office space. He stated that the Munsey Building could be purchased at actual cost, approximately $2,800,000, which is considerably less than the present cost of such a building. He further presented an estimate by Major Starrett, chairman of the subcommittee on emergency construction and contracts, indicating that approximately 200,000 square feet of temporary office space could be constructed at a cost of about $200,00 within a period of less than sixty days. It was agreed that the President should be asked to guarantee the expense of this construction from the emergency appropriation, and that the Director should have ready to present to the Council at its next meeting the detailed plans as to location and erection.

Thereupon, at 10:00 o'clock a. m., the meeting adjourned.

Attest:

W. S. GIFFORD, *Director.*

330 **Minutes of Joint Meeting of the Council of National Defense and the Advisory Commission, August 20, 1917**

There was held a special joint meeting of the Council of National Defense and the Advisory Commission on August 20, 1917, at 4:30 o'clock p. m., at the office of the Secretary of the Navy. There were present all members of the Council except Secretaries Lane and Houston, all members of the Advisory Commission, the Director, and Mr. Creel.

Chairman Baker stated that the meeting had been called at request of Commissioner Gompers. Mr. Gompers thereupon spoke at length concerning labor conditions and problems, particularly as affected by the plan for the creation of a Labor Adjustment Commission, set forth in full in the minutes of the joint meeting of July 12, 1917, and adopted by the Council at its meeting of August 1, 1917. He earnestly reiterated his previous expression that in his judgment the adoption of the plan as it stood was a very serious mistake, that he could not defend it, and that he would be obliged to say that it was adopted over his objections; and further stated that since the details of the plan had been made public it had met with the disapproval of labor generally and was being seized upon by dangerous elements throughout the country to create dissatisfaction in the ranks of labor, which threatened to seriously complicate the labor situation. He urged a careful reconsideration by the Council of the plan adopted and its modification to provide for seven members, to wit: three representatives of labor, three representatives of employers and one arbitrator, and to provide for the incorporation in every
331 government contract of a clause similar to that contained in cantonment contracts recently awarded by the War Depart-

ment, to the effect that as basic standards in the adjustment of disputes the Commission shall use the union scale of wages, hours, and conditions in force on June 1, 1917, in the locality where the work is to be performed. He further stated that he would find it possible to defend the plan if it contained a provision similar to the foregoing, modified in accordance with Secretary Wilson's suggestion that the words "trade agreements" be substituted for the words "union scale of wages, hours, and conditions."

After a general discussion it was agreed to take the matter up for reconsideration at a subsequent meeting.

Thereupon, at 7 o'clock p. m., the meeting adjourned.

Attest:

W. S. GIFFORD, *Director.*

332 Minutes of Joint Meeting of the Council of National Defense and the Advisory Commission, August 25, 1917

There was held a special joint meeting of the Council of National Defense and the Advisory Commission on August 25, 1917, at 9:30 o'clock a. m., at the office of the Secretary of War. There were present Chairman Baker, Secretary Daniels, and Secretary Redfield, all members of the Advisory Commission except Commissioner Godfrey, and the Director.

Chairman Baker stated that the President had consulted Commissioner Gompers and himself concerning the disturbing situation in the Northwest and Southwest with regard to I. W. W. activities and other labor difficulties, and the advisability of some action by the federal Government; and that it had been suggested that it might be wise to appoint a commission to go in person as representatives of the national government to the localities affected and inquire into the real causes of this discontent on both sides, meeting in each instance the Governor of the State, telling him they were there as representatives of the national Government and of the President with a view to lending sympathetic counsel and aid to the state government in the development of a better understanding, and also to deal with employers and employees in a conciliatory spirit, seeking to compose differences and allay misunderstanding, and to foster a feeling that the national Government is actively interested in the situation. Commissioner Gompers then spoke at length, explaining the situation and the necessity for some early action.

Thereupon Secretary Daniels moved, and it was so voted, that the Council of National Defense request the president to appoint such a commission, which should in the name of the Council, and
333 with the approval and authority of the President, undertake such a mission of inquiry and conciliation.

At the suggestion of Chairman Baker the Director was authorized to give publicity to the fact that Commissioner Gompers had called the attention of the Council to the general situation throughout the country, with the result that the Council had passed a resolution asking the President to appoint a commission with his authority and support to investigate and report.

Chairman Baker brought up the question of office space, calling attention to the necessity for some rearrangement to provide ade-

quate space in the Munsey Building for the War Industries Board and such other departments of the Council as were so closely affiliated therewith as to make their separation inadvisable, and for this purpose the removal to temporary quarters elsewhere of such departments as could be separated without serious inconvenience. It was agreed that the Medical Section, Commissioner Godfrey's section, Commissioner Coffin's section, the Commercial Economy Board, and the Section on Cooperation with State Councils of Defense should be found temporary quarters elsewhere. The Director was authorized to rent on a monthly basis the building at 1217 Connecticut Avenue, and such other office space as was found available and necessary for the purpose.

Thereupon, at 11:10 o'clock a. m., the meeting adjourned.

Attest:

W. S. GIFFORD, *Director.*

334 Minutes of Meeting of the Council of National Defense, August 29, 1917

There was held a special meeting of the Council of National Defense on August 29, 1917, at 4:30 o'clock p. m., at the office of the Secretary of the Navy. There were present all members of the Council except Chairman Baker and Secretary Lane. The Director was present.

The meeting was addressed by Governor Stewart, of Montana, and by Mr. Kelley, Vice President and General Manager of the Anaconda Copper Mining Company, concerning the I. W. W. propaganda in that state, which they stated had practically closed down all copper mines. Governor Stewart stated that he spoke not only as Governor of Montana but as the special representative of the Governors of Utah, Nevada, Oregon, Washington, and Idaho, in which states the I. W. W. disturbances have also become a very serious menace to the mining and other vital industries, and in their behalf urged immediate Federal action through the Department of Justice. He advised the appointment of a special United States Attorney with a corps of secret-service agents, who he said would be able to obtain conclusive evidence of treason and sedition justifying apprehension of the agitators—a thing which could not be done by the State.

It was the sense of the meeting that at least the steps suggested by Governor Stewart should be taken, and Secretary Daniels, as acting Chairman, was requested to take the matter up at the next Cabinet meeting.

The Director brought up the question of additional compensation for Mr. Frayne as a member of the War Industries Board. The matter was referred to Secretary Wilson for his consideration and recommendations.

335 The Director read the following report, of date August 29, 1917, from the Commercial Economy Board:

In its report of July 9, which was approved by the Council, the Commercial Economy Board stated the results of its investigations regarding economies to be effected by reducing the number of styles and simplifying the styles of men's and women's woolen garments. Among these economies, a saving in raw wool was mentioned. Continued inquiry by this Board has revealed a most urgent need for even greater economy in raw wool, so that in addition to the

steps already taken, further action appears necessary. The situation is so serious and the action contemplated is of such far-reaching significance that the Board considers it advisable to acquaint the Council with its proposed plan and to secure their approval.

In accordance with the recommendations made in its report of July 9, the board has undertaken to secure a reduction in the number of styles and a simplification of styles. A letter embodying the Board's recommendations has been sent to every garment and clothing manufacturer in the country. With that letter a schedule of questions was sent asking for information regarding the individual business and whether the manufacturer would cut down the number of his models and simplify his models in accordance with the Board's recommendation. A second letter has just been sent to every manufacturer who did not reply to the first letter. Replies that have been received indicate that the number of models to be put out by these manufacturers for the spring season of 1918 will be about 60% of the number put out for the spring season of 1917. A large saving will result from a reduction in the yardage of cloth used for samples as well as through a simplification of models. The tailors to the trade, as a result of the Board's recommendations, have organized an association, the chief purpose of which is to secure economy in the use of cloth. In their business competition, the result has been the use of more cloth than is necessary for samples. They are seeking to cut this down.

The Board requested the cooperation of the National Association of Designers and at their convention in Chicago on July 7, the following resolution was passed:

"*Be it resolved*, That in the styling of male apparel for the Spring and Summer of 1918, and until such time as the wool situation will again become normal, we refrain from the use of embellishments that go to consume cloth and which in no way add to the physical comfort of the wearer; and be it further

"*Resolved*, That, in the full spirit of economy that must be practiced, we limit the number of models to be shown and that we further recommend the strictest economy be resorted to in the cutting of garments so as to conserve every inch of cloth."

In order to influence styles at their source, the Board has acquainted the French Ambassador with its recommendations and its desire that the leaders in Paris should assist in making the Board's recommendations effective.

336 The Ambassador communicated with his government and has informed the Board that the Syndical Chamber of Parisian Couture has decided that during the winter season of 1917–1918 the quantities needed for woolen costumes will be only 4 metres 50, whereas they reached 8 for the spring before last and 5.50 for the past one. The use of wool will be reduced through the employing of other textiles, such as silk. The Syndical Chamber of Ladies' Tailors and the Syndicate of Department Stores have decided also to act on the same lines. This cooperation of the Paris style leaders will be most helpful.

While working out this program, the Commercial Economy Board has continued to gather information regarding the wool situation. It has consulted with the several government departments that were in a position to furnish information. The Board was informed by the Committee on Supplies that the wool situation is very serious and greater economy is immediately necessary. The Board has received the following statement from the Import Division of the Bureau of Export Licenses:

"In this emergency it is unnecessary to suggest to you the extreme importance of reducing the civilian use of wool to the lowest possible point. I desire, however, to bring this particular phase of the situation to your attention. We depend largely on Australian Wool for military and naval purposes. In order to meet the present shortage and in a measure stabilize the market, the British Government has purchased both the 1916 and 1917 Australian Wool Clip. Now that we have entered the war as its Ally, the British Government is willing to release for exportation to this country such quantity of this wool, consistent with its own need, as we absolutely require for our operations. It insists, however, that we not only use our own available supply, but that we limit the use for civilian purposes to the lowest possible amount; and points out to us that civilian use of wool in England has been reduced to 30 percent of the pre-war figures, while Italy is only using for civilian purposes 10 percent of her pre-war consumption.

"It is necessary for us, in negotiating with the British Authorities, to be able to give positive assurance that a thorough and intelligent effort is being made

to reduce to the lowest possible degree the use of wool for civilian purposes. I trust that your Board may take early and aggressive action to meet this situation."

The Board has been informed by the British Embassy that they consider the wool situation very serious. The important points in their statement are as follows:

"1. Balance in Australia available for shipment to all sources is now only 350,000 bales.

"2. Uncertainty created by submarine campaign makes it essential to increase reserve stocks in Great Britain for the Allied military requirements.

337 "3. France has requested wool for consumption in devastated areas which may soon be released, and has been refused.

"4. Italy is receiving British wool on the condition that not more than 10% be used for civilian purposes.

"5. Russia is receiving British Wool for military purposes only.

"6. Japan has asked for 250,000 bales merino wool and will receive 43,000 bales, while her demand for cross-bred wool has had to be refused.

"7. In Great Britain arrangements have been made by which production for civilian purposes will be cut down 70%.

"8. It is expected that similar economies of wool for civilian purposes will be made in the United States, particularly in view of the pre-war figures of imports of wool."

The normal consumption of wool used in the manufacture of garments and clothing in the United States is roughly 550,000,000 pounds. Of this about one-half is of domestic production and the remainder imported. The quantity required for the current year will be substantially increased by the requirements for the fighting forces. To meet this total demand the quantity of wool held by merchants and manufacturers, as shown by the survey of the Bureau of Markets of the Department of Agriculture as of June 30, amounts to about 400,000,000 pounds. This quantity cannot be substantially increased from domestic sources until next year's clip comes upon the market. Consequently large imports will be necessary. We are informed that much of the South American wool is held by speculators. The Australian wool is controlled by the British government, which is, of course, seeking to maintain an adequate reserve for its own needs and the needs of its allies. It will clearly be difficult, therefore, to obtain the necessary imports. A factor which is by no means the least in importance is that the importation of wool makes a demand upon shipping capacity which should be relieved insofar as possible. These facts indicate that greater economy in the use of wool for civilian purposes is urgently necessary in order that adequate supplies may be assured for the needs of our army and navy.

The Board is therefore prepared to recommend and has recommended to fabric manufacturers that, insofar as possible, cotton mixed fabrics and fabrics in which reworked wool is used should be manufactured for the civilian trade. We are informed that the fabrics manufactured for the army now contain 35% of wool substitutes. We believe that the civilian population does not demand or expect higher-grade clothing than is furnished to our soldiers who are going into the trenches. We are confident, therefore, that they will readily accommodate themselves to clothing which contains at least as great a percentage of wool substitutes as for the army. We recommend that the textile manufacturers, garment manufacturers, and merchants, and also the general public, should be told of the situation and stringent economy urged.

338 According to trade-paper reports the wool situation in England would be more satisfactory if the trade and the public had been frankly informed of the facts. It is only recently that the British government has taken steps such as we propose. The development of the British policy has been as follows: Soon after the beginning of the war the British government commenced regulating the outflow of wool and woolen goods. With the accumulation of army orders in the fall of 1914 the wool market rapidly rose. To relieve the situation the government, in October, placed an embargo upon wool and wool manufactures, except such as were unsuited for uniforms. A month later a system of licenses was introduced, with the regulation of exports according to their destination. Since that time the policy has been to regulate exportation in accordance with the supply of wool in the country and the probable future army needs. In the summer of 1916 the British government took over the whole wool production of the British Isles. In November 1916 the clips of Australia and New Zealand were taken over, stopping all further sales by

private individuals. The domestic clip of 1917 was also taken by the government. In April 1917 all sales of wool to anyone but the Director of Army Contracts were forbidden. Wool could be imported on private account, but could be sold only to the government. Other measures were taken by the government for controlling the trade in shoddy. On May 24, 1917, the hours of labor in woolen factories were reduced by 20% in order to curtail the production for civilian use. In its report of April 19 the Central Wool Advisory Committee strongly recommended a great utilization of substitutes for wool; and in May the same committee recommended that a limited number of standardized articles, in the manufacture of which wool forms a constituent part, should be instituted for the home trade.

There have been many protests, according to newspaper and trade-paper reports, in England against the restriction of production for civilian use. These protests have resulted from conflicting statements as to the adequacy of the available supplies of wool. In our opinion, the American Industry and the American public should be given an authoritative statement of the seriousness of the situation and their cooperation requested.

We recommend that the facts should be put before manufacturers, merchants, and the public by conferences and through the press. If this is done, we believe that through voluntary action a large degree of economy can be effected, so that more drastic action will not be necessary, at least at the present time. It must not be overlooked that there will be opposition to these recommendations. Certain manufacturers who feature styles will be opposed to these recommendations, for the highest shades of coloring require virgin wool. Certain manufacturers have also adhered strictly to an all-wool policy in their business, and they will be very reluctant to depart therefrom. Some retailers will also oppose departure from an all-wool policy, and others will be especially concerned by any recommendation for economy. If the situation is frankly explained to the public and the trade, however, we are confident that this opposition will not prevent the accomplishment of the results aimed at.

We desire the approval of the Council for the carrying out of this plan.

339 With reference to the suggestions made as to economy in wool, Secretary Houston asked that the Commercial Economy Board confer with Geo. M. Rommel, of the Animal Husbandry Division, and R. F. Marshall, in charge of sheep and wool investigations, of the Department of Agriculture, to insure against any action that might have a tendency to discourage wool production. Thereupon it was moved by Secretary Redfield, and so voted, that the Council approve the recommendations made in the foregoing report concerning economy in wool, subject to any modifications deemed necessary by the Department of Agriculture in the interest of sustained production.

The Director brought up the question of the relations between the Coal Production Committee and Dr. Garfield. Secretary Houston was requested to discuss the matter with Dr. Garfield.

Thereupon, at 6:00 o'clock p. m., the meeting adjourned.

Attest:

W. S. GIFFORD, *Director.*

340 Minutes of Meeting of the Council of National Defense, September 5, 1917

There was held a special meeting of the Council of National Defense on September 5, 1917, at 4:30 o'clock p. m., at the office of the Secretary of the Navy. There were present all members of the Council except Secretary Redfield and Secretary Wilson. The Director was present.

The Council approved the following instructions issued by the Committee on Priorities of the War Industries Board:

WAR INDUSTRIES BOARD,
Washington, D. C., August 31, 1917.

Committee on Priorities: R. S. Lovett, Chairman; Major General J. B. Aleshire, U. S. A., Vice Chairman; George N. Armsby; Rear Admiral N. E. Mason, U. S. N.; Edwin B. Parker; J. Leonard Replogle; Rear Admiral A. V. Zane, U. S. N.

CIRCULAR No. 1

DIRECTIONS AS TO PRIORITY

All individuals, firms, associations, and corporations engaged in the production or manufacture of arms, ammunition, equipment, or supplies of any kind, or articles or materials used directly or indirectly in connection therewith, for the Army and Navy of the United States or for the nations associated with the United States in the war in which it is now engaged, or for uses in the public interest and essential to the national welfare, are requested to observe the following regulations respecting priority, viz:

1. *Classes Prescribed.*—All orders and work shall be divided into three general classes—Class A, Class B, and Class C—with various subdivisions of Classes A and B, indicated by a suffix number, thus: Class A1, A2, A3, A4, etc., and Class B1, B2, B3, B4, etc.

341 2. *Precedence of Classes.*—Orders and work in Class A shall take precedence of orders and work in both Class B and Class C, and orders and work in Class B shall take precedence of orders and work in Class C, irrespective of the date the orders were received; and orders and work in Class A1 shall take precedence of orders and work in Class A2, etc.; and Class B1 shall take precedence of Class B2, etc.

3. *Class A Defined.*—Class A comprises war work; that is to say, orders and work urgently necessary in carrying on the war, such as arms, ammunitions, ships, etc., and the materials required in the manufacture of the same.

4. *Class B Defined.*—Class B comprises orders and work which, while not primarily designed for the prosecution of the war, yet are of public interest and essential to the national welfare, or otherwise of exceptional importance.

5. *Class C Defined.*—Class C comprises all orders and work not embraced in Class A or Class B, and no certificate of the Committee on Priorities will be required therefor. Any order for work or material not accompanied by a certificate in substantially the form set forth on the reverse side of this sheet, to the effect that the work or material falls within Class A or Class B, should be treated as an order for work in Class C.

6. *Materials Classified.*—All materials required in the manufacture of an article or in the prosecution of any work will be entitled to take the class of such article or work unless otherwise specified in the certificate covering the same.

7. *Certificates.*—Certificates in the form set forth on the reverse side of this sheet will be issued by the Committee on Priorities upon application therefor, specifying the classification of the order or work, and priority should be given accordingly in producing and furnishing the material or supplies or in manufacturing and delivering the article. Certificates of a subsidiary nature will be issued upon request for the furnishing of materials and articles required in manufacturing the article or prosecuting the work ordered.

342 8. *Classification of Existing orders.*—All orders placed prior to the date hereof by or on behalf of the War Department or Navy Department of the United States or the United States Shipping Board Emergency Fleet Corporation should be classed as subdivision A1 of Class A, unless otherwise ordered by the officer placing the order or by the Committee on Priorities; and all orders for arms, ammunition, and other military supplies and equipment placed prior to the date hereof by or on behalf of the nations associated with the United States in the war in which it is now engaged should be classed as subdivision A2 of Class A, unless otherwise ordered by the Committee on Priorities.

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9. *Classification of Future Orders.*—All orders placed after the date hereof should be classed as Class C, unless covered by certificates of the Committee on Priorities or other written directions of the said Committee.

10. *Execution of Certificates.*—Certificates or other documents signed by the Chairman, Vice Chairman, or other member of the Committee on Priorities, shall be deemed to have been authorized by said Committee and by the War Industries Board of the Council of National Defense.

——— ———,
Chairman of the Committee on Priorities.
COUNCIL OF NATIONAL DEFENSE,
By ——— ———, *Chairman.*

——— ———,
Secretary of War.

Approved.

——— ———,
Secretary of the Navy.

343 PRIORITY CERTIFICATE

WASHINGTON, D. C., ———, 1917.

No. ———.

This is to certify that priority as Class ——— (here insert letter, or letter and number, indicating class) in accordance with the regulations set forth on the reverse side of this sheet, is given to ——— ——— (here insert name of individual, firm, or company having contract to furnish the material or article) for the following: (Here insert materials or articles to be supplied) and for all the materials and articles required in the manufacture of the same, the said materials or articles being for the following purposes: (Here insert, so far as the Committee deems advisable, the use to be made of the materials or articles.)

Signed on behalf of the Committee on Priorities by its Chairman, Vice Chairman, or member at Washington, on the date above mentioned.

——— ———,
Chairman (Vice Chairman or Member) of the Committee on Priorities.

After consideration of said circular, it was, on motion, unanimously

Resolved, That the form of circular and certificate above set forth be, and the same is hereby, approved.

Resolved further, That the Secretary of War, the Secretary of the Navy, and the Council of National Defense be respectively requested to approve the said circluar and authorize the issuance of same as bearing their approval, in order that the same may thereby be made more effective.

344 The Director produced a copy of a letter, of date August 29, 1917, from the Attorney General to the Chairman of the War Industries Board, answering questions arising under Section III of the Food and Fuel Control Act. The Director was requested to furnish each member of the Council with a copy of said letter.

The Director submitted the following memorandum, which was approved:

FUNCTIONS OF ADVISORY COMMITTEES OF INDUSTRY

The functions of Advisory Committees of Industry are to advise and furnish information to the Director of the Council of National Defense, the War Industries Board, any member or employee thereof, either upon such committee's own initiative or when called upon to do so, regarding the industry in its relations to the war needs of this Government and the Allied Governments.

In accordance with Section III of the Food and Fuel Control Act, approved August 10, 1917, no person connected with the Council of National Defense, the Advisory Commission, or any cooperative committee or board thereof must—

(*a*) Solicit, induce, or attempt to induce any person or officer authorized to execute to direct the execution of contracts in behalf of the United States, to make any contract or give any order for the furnishing to the United States of work, labor, or services or of materials, supplies, or other property of any kind or character, if such person connected with the Council of National Defense, the Advisory Commission, or any cooperative committee or board thereof has any pecuniary interest in such contract or order or if he or any firm of which he is a member or corporation, joint-stock company, or association of which he is an officer or stockholder, or in the pecuniary profits of which he is directly or indirectly interested, shall be a party thereto.

NOTE.—Advising and furnishing information to the Director of the Council of National Defense, the War Industries Board, or any member or employee thereof does not violate this section, as these agencies are advisory and do not execute or direct the execution of contracts for the Government.

345 (*b*) Make or permit any committee or other body of which he is a member, to make or participate in making any recommendation concerning any contract or order in which he is interested directly or indirectly, as already above entitled in (*a*), to any council, board, or commission of the United States or member or subordinate thereof, without making to the best of his knowledge and belief, a full and complete disclosure in writing to such council, board, commission, or subordinate, of any and every pecuniary interest which he may have in such contract or order and of his interest in any firm, corporation, company, or association which may be a party thereto, nor shall he participate in the awarding of such contract or giving such order.

The Director brought up the question of office space, stating that the Council now occupied 84,000 square feet, and that with the necessary expansion of the War Industries Board and other departments the 100,000 square feet now being constructed would be inadequate for the entire organization of the Council, whereas the appropriation for rent was insufficient to permit the remainder of the organization to remain in the Munsey Building or to provide space elsewhere. It was the sense of the meeting that the War Industries Board, with other departments closely affiliated therewith, should remove to the temporary building when ready for occupancy, together with such other departments as could be accommodated in that building, and that the remainder of the organization should, for the time being at least, remain in the Munsey Building.

The Director referred to a letter of date August 20, 1917, from the Assistant City Attorney of Milwaukee concerning the elimination of railroad grade crossing in the City of Milwaukee; also to a letter, of date August 4, 1917, from Chairman Willard to Senator Husting recommending that such improvements be deferred, if possible, in the interest of the full and efficient operation of the railroads dur-

346 ing the war. The Director was requested to prepare for the consideration of the Council a statement of policy, in broad and general terms, urging that so far as possible enterprises not essential to the war program and not demanded by the exigencies of the immediate situation be deferred during the war.

The Council approved the appointment by Commissioner Martin of the following cooperative committee of manufacturers of the Medical Section:

Committee of Manufacture of Turkish Towels: Arthur Greey, Kincaid Mfg. Co., Griffin, Ga.; Walter Chase, Columbia Mills, Philadelphia, Pa.; J. C. Leslie, Cannon Mills, Kanapolis, N. C.; F. Newburger, F. Newburger & Co., Paterson, N. J.; M. J. Warner, Mills of Nelson Kershaw, Clifton Heights, Pa.

Committee of Manufacturers of Rubber Goods: A. W. Warren, President Hodgman Rubber Co., New York City; W. S. Davison, Vice Prest. Miller Rubber Co., Akron, Ohio; J. Russell Parker, Sec'y Parker Stearns & Co., New York City.

Committee of Manufacture of Sheet Metal and Enamel Ware: Sidney Detmers, Chairman Republic Metal Ware Co., 100 Alabama Street, Buffalo, N. Y.; J. H. Walbridge, Lalance & Grosjean Mfg. Co., 299 Broadway, New York; J. M. Sanders, United States Stamping Co., Moundsville, West Virginia; W. H. Matthai, National Enameling and Stamping Co., 1901 Light Street, Baltimore, Md.; E. M. Blake, Central Stamping Company, 172 Fulton Street, New York; Geo. P. Benjamin, Secretary, 110 W. 40th Street, New York.

The Director referred to the resolution presented by the General Medical Board, suggesting a plan of coordination between all government departments concerned with the public health (which resolution is set forth in full in the minutes of the joint meeting
347 of the Council and Advisory Commission of August 6, 1917), and read letters from the Surgeons General concerning the recommendations made. In the light of the opinions expressed therein by the Surgeons General, it was the sense of the meeting that the plan presented in the resolution be disapproved.

The Director referred to a recommendation of the Medical Section that it be equipped with an addressograph machine at an expense of about $1,000 and authorized to send out a letter once a month to 15,000 county committees organized by the Medical Section throughout the country. The Director called attention to the fact that the expenses of the Medical Section were already comparatively large. It was moved by Secretary Houston, and so voted, that the Medical Section be advised that the Council did not feel justified in approving this expenditure, particularly in view of the fact that the work contemplated is executive in its nature, whereas the functions of the Medical Section are advisory in character; and further that the Director furnish the Council with a detailed summary of the activities undertaken by the Medical Section, and recommendations as to how those activities might properly be curtailed.

The Director referred to a letter of date August 20, 1917, from the Secretary of the Navy concerning a resolution of the Committee on Coal Production recommending that L. A. Sneed be appointed a central commissioner of the coal operators of the United States to distribute coal for government requirements. The Director called attention to the fact that the aforesaid resolution originally came before the Council on July 27, 1917, as reported in the minutes of that date, at which time the Chairman was requested to take the matter up with the Federal Trade Commission. Thereupon the Director was requested to refer the matter of Dr. Garfield, the Coal Administrator.

348 The Director introduced a communication from the University of Cambridge, England, transmitted through the State Department, suggesting the dispatch of American scientific men to England to study scientific aspects of the war. The Council disapproved the suggestion.

The Director referred to a letter of date July 31, 1917, from Senator Wesley L. Jones to the President, and brought to the attention of the Council, at request of Chairman Baker, concerning car facilities for moving the apple crop of the Northwest. The Director stated that Commissioner Willard had acted in the matter, and the Council agreed that no further action was necessary.

The Director introduced a letter of date August 8, 1917, from Senator James D. Phelan to the President concerning the appointment upon the Oil Committee of a representative from California. Upon motion of Secretary Lane it was voted that the matted be referred to Commissioner Baruch for his recommendations.

The Director referred to a letter of date August 27, 1917, from S. R. Bertron, a member of the American Commission to Russia, offering to discuss with the Council the situation in Russia. The Director was requested to thank Mr. Bertron for the courtesy of his offer and to say to him that the Council felt that any discussion of the Russian situation should be had with the full Commission.

Upon motion of Secretary Lane it was voted that the Director request the Advisory Commission to give careful consideration to the general policy to be pursued toward aliens in this country, particularly with reference to their Americanization, the possible danger from their presence in munitions plants and their relation to
349 military service, studying all phases of the subject, including its legal aspects, and making recommendations for action, either legislative or otherwise.

Thereupon, at 6:15 o'clock p. m., the meeting adjourned.

Attest: W. S. Gifford, *Director.*

350 Minutes of Joint Meeting of the Council of National Defense and the Advisory Commission, September 6, 1917

There was held a special joint meeting of the Council of National Defense and the Advisory Commission on September 6, 1917, at 4:30 o'clock p. m., at the office of the Secretary of War. There were present all members of the Council except Secretary Redfield and Secretary Wilson; all members of the Commission except Commissioner Gompers; and the Director.

A large committee of manufacturers was present, and, through their Chairman, L. A. Osborne (165 Broadway, New York City), submitted the following statement:

STATEMENT OF THE NATIONAL INDUSTRIAL CONFERENCE BOARD RESPECTING NATIONAL LABOR SITUATION AND RECOMMENDATION OF MEANS FOR PREVENTING INTERRUPTION BY LABOR DISPUTES OF NECESSARY WAR PRODUCTION, MADE, BY INVITATION, TO COUNCIL OF NATIONAL DEFENSE

The Council of National Defense:

GENTLEMEN: Some months ago, at the suggestion of Mr. Howard Coffin, a committee of five was appointed by the National Industrial Conference Board to advise with him in matters relating to the economics of industry, which
351 committee has been officially designated the Advisory Committee of the National Industrial Conference Board. At his suggestion we are here to present certain statements and recommendations regarding the relations of employer and employee and the adjustment of possible differences during the period of the war.

The National Industrial Conference Board is a cooperative and advisory body of representative manufacturers constituted through the selection of two members by and from each of the following National Associations:

American Cotton Manufacturers' Association
American Paper and Pulp Association
Electrical Manufacturers' Club
Manufacturing Chemists' Association of the United States
National Association of Cotton Manufacturers

National Association of Manufacturers
National Association of Wool Manufacturers
National Automobile Chamber of Commerce
National Boot and Shoe Manufacturers' Association
National Council for Industrial Defense
National Erectors' Association
National Founders' Association
National Implement and Vehicle Manufacturers' Association
National Metal Trades Association
Rubber Association of America, Inc.
Silk Association of America
United Typothetae and Franklin Clubs of America

In order that the statements and recommendations which the Committee here makes may be truly representative of industrial opinions, we have called to our counsel the executive heads of the foregoing seventeen national associations comprising in their membership more than eighteen thousand manufacturers, representatives of a majority of state associations of manufacturers, and, in addition, a large number of executive officers of industrial organizations engaged either directly or indirectly on the production of war essentials. These statements and recommendations express the unanimous opinion of this large body of representative manufacturers.

In approaching a discussion of the relation of employer and employee at this critical hour, we believe we are animated by a spirit worthy of the time and place and the gravity of the circumstances, which makes an equitable and harmonious adjustment of employment relations a matter of national necessity.

The Council of National Defense has deemed this subject of such consequence that it created a Committee on Labor, substantially directed and controlled by representatives of the largest national unions, which, after due deliberation,
issued through its executive committee a statement apparently intended
352 to declare certain fundamental policies of industrial relationship which
should apply during the period of the war. Perhaps the most important sentence of this statement was the declaration that "neither employers nor employees shall endeavor to take advantage of the country's necessities to change existing standards." Differences of interpretation and opinion lead to a further amplification and explanation and accompanying declarations, which were endorsed by the Council of National Defense.

These were to the effect that standards of safety and service established by State and Federal law should remain in effect unless and until, under the exigencies of war, the Council of National Defense, after proper investigation, should recommend some modification as essential to the national safety. It was likewise urged that inasmuch as the standard of living was particularly dependent upon the purchasing power of wages no arbitrary wage change should be sought through the medium of strikes or lockouts by employer or employee without affording the established State or Federal mediums of arbitration or conciliation an opportunity to adjust disputes without stopping production, and it was especially urged that "employers and employees in private industries should not attempt to take advantage of the existing abnormal conditions to change the standards which they were unable to change under normal conditions."

Despite these timely admonitions, we find ourselves entering the fifth month of war faced with unprecedented demands for war production, seriously interrupted and delayed by numerous strikes and threats of strikes in every part of the country, some of which are likely to assume the proportions of a national interruption of essential service in our factories and shipyards.

Let it be clearly understood that we, without equivocation, endorse the maintenance of every necessary regulation for safety and health and the fair adjustment of wages in accordance with the American standard of living and the increasing cost of its maintenance. So far as we know, the American manufacturer can and will pay any advance in wages which expresses corresponding labor efficiency. Hours of labor have been universally contracting under the influence of many causes, the chief of which has been the always increasing development of labor-saving machinery constantly multiplying the producing power of human effort. We enter the war with the average hours of labor in American manufacture, as shown by the Government manufacturers census of 1914, very considerably less than the average hours of labor recommended for either sex, in British industry in the reports of the Health of Munitions Workers Committee to the Minister of Munitions during 1916.

We also submit that the Naval Consulting Board, reporting upon its preliminary investigation of manufacturing establishments capable of munition work, found the total number to be 18,654, and that of these 16,787, or 89%, were "open" shops. Of 1,950 establishments usable for the manufacture of ammu-
nition powder and explosives, guns and gun material, gun carriages,
353 limbers and accessories, personal military equipment, tools, gauges and
punches, machine tools, and aeroplanes, all but 73 are "open" shops.
(Senate Document No. 664, 64th Congress, 2nd Session, page 40.)

With respect to wages, a great body of munition production for the Government proceeds under a contract wage law, assuring at least time and a half for all overtime in excess of eight hours, so that for like tasks industrial wages for war work are universally increased by the operation of statute in every plant whose contracts come within its scope. Antecedent to our entrance into the war general wage increases in large amounts had been voluntarily given throughout the generally prosperous industries, so that it may be fairly said that our wage scale on the average was, actually as well as nominally, greatly superior to that of any belligerent country. But despite this condition and the increase by statute of wages for the subject matter of our own war production, it is inevitable that wage differences will continue to rise. The vital thing is that such disputes shall be adjusted without interruption of production necessary to national defense. To this end we believe that manufacturers are ready and anxious to cooperate in the establishment of a representative and equitable system of adjustment for the period of the war.

There are, however, other "standards" of employment than those relating to hours and wages which are of critical importance not merely to efficient production but to the institutions of a free people. Strikes are threatened and are occurring in increasing numbers to compel the exclusive employment of union men. This, we emphatically urge, is contrary to any fair interpretation of the spirit and letter of the fundamental policy declared by the Council "that employers and employees in private industries should not attempt to change the standards which they were unable to change under normal conditions."

Can there be any doubt that to undertake to open a "closed" shop or close an "open" shop under the exigencies of war is an evident attempt to change the standards which they were unable to change under normal conditions"? This is the view frankly presented by Mr. Thomas, the English labor representative, in his suggestions to the Committee on Labor of the Advisory Commission of the Council of National Defense when recommending conduct predicated upon his British experience he declared, according to the American Federationist for August of this year:

"Let the employer say: 'I am not desirous of taking advantage of the war to break down something that I never believed in.' On the other hand, let the employees say: 'Whilst anxious to maintain the law, we are not anxious to take advantage of the war to enforce something during the war that we could not obtain in peace times.' With both sides recognizing that, I repeat, I believe they will find a solution."

Secretary of Labor Wilson apparently endorsed this view when on April 23rd,
in an explanatory statement on behalf of the Council, he said "that where
354 either an employer or an employee has been unable under normal conditions to change the standards to their own liking, they should not take advantage of the present abnormal conditions to establish new standards." This, we urge, declares a sound policy and a fair interpretation for the Council to place upon its recommendation.

Moreover, there is a labor shortage which will necessarily be intensified by withdrawing from industry the personnel of its contribution to our armed forces. In this crisis America needs the service of every citizen. We can no more depend upon one class to operate our factories than to fill the ranks of our armies. Therefore it is inconceivable that the Government can tolerate, much less approve, any proposal which makes membership in a private organization a prerequisite to a citizen securing employment in production for the war. All citizens, union or nonunion, are equally entitled to and must receive like consideration from their Government and equally enjoy the full protection of national authority in every circumstance of daily life. The assertion is untenable that a minority or a majority in any industry by voluntarily associat-

ing themselves into an organization acquire authority or right over the equal liberty of those who do not care to do likewise. As was said in a great public document:

"This all seems too plain for argument. Common sense and common law alike denounce those who interfere with this fundamental right of the citizen. The assertion of the right seems trite and commonplace, but that land is blessed where the maxims of liberty are commonplace."—(Report of Anthracite Coal Strike Commission, 1902.)

To win this war we can sacrifice everything but the principles of the Republic and the fundamental rights of citizenship it was founded to protect. The right to pursue a lawful calling and to live free from annoyance and molestation is the primary if not the greatest privilege which society is founded to sustain.

The British policy expressed in its Munitions Acts is that all labor, whether it be that of the employer or the employee, of men or women, of union or nonunion, of the skilled or unskilled, shall be employed to the best advantage to the country. Neither restriction nor discrimination, nor in "controlled shops", strikes or lockouts are permitted. A Ministry of Munitions is successfully promoting the expeditious output of munitions by employing all the available labor to that end. With due regard to the plant and equipment of each establishment, it has successfully subordinated conflicts between employer and employee to the winning of the war.

To the same great end we propose through you, in the presence of the public, that employer and employee, organized and unorganized, shall pledge themselves to prevent strikes and lockouts, to deal rationally and unselfishly through a representative tribunal with serious wage disputes, and for the period of the war, not compel or attempt to compel discriminations in employment by strikes, threats of strikes, or lockouts.

355 We further submit that under the present circumstances of national necessity it is the duty of both the manufacturer and of organized labor to jointly cooperate with the government that sedition in any of its manifold forms, whether masquerading in the name of labor or under any other guise, shall be ruthlessly exposed and suppressed.

To epitomize our conclusions and recommendations, we urge:

1. That as a basis of mutual understanding employer and employee recognize and agree that now and for the period of the war continuous, efficient production can alone equip and sustain our military forces. Every dispute, whatever its motive, which interrupts production furthers the end and operates to the advantage of the public enemy.

2. The nation needs the service of every citizen. Its industrial workers are as indispensable to victory as the soldier on the firing line. The nonunion man is as necessary in the factory as he is in the army. On economic as well as indisputable moral grounds the Government can therefore neither permit or tolerate the exclusion of any laborer from productive employment. We therefore urge the Council to adopt and reassert as its guiding principle the fundamental American doctrine authoritatively stated by the Anthracite Coal Strike Commission with the approval of representatives of both employers and unions included in its membership, and commended as the basis of industrial adjustments by Presidents Roosevelt, Taft, and Wilson:

"That no person shall be refused employment or in any way discriminated against on account of membership or nonmembership in any labor organization; that there shall be no discrimination against, or interference with, any employee who is not a member of any labor organization by members of such organization."

3. The Council's reiterated recommendation that "employers and employees in private industries should not attempt to take advantage of the existing abnormal conditions to change the standards which they were unable to change under normal conditions" should now receive an unambiguous interpretation to assure its practical application as a working principle. To this end we propose:

(*a*) That, applied to existing statutory regulations intended to promote safety and health, it shall be agreed for the period of the war there shall be no suspension or modification of such provisions, except upon recommendation of the Council of National Defense after due investigation by its agencies, and when, in its judgment, required by the exigencies of war;

(*b*) Applied to wages, demands shall be tested by the prevailing local
356 standard of the establishment in effect at the beginning of the war, with such modification as may be shown to be necessary to meet any demonstrated advance in the cost of living.

(*c*) Applied to hours, the standards shall be those established by statute or prevailing in the establishment at the beginning of the war, subject to change only when in the opinion of the Council of Defense it is necessary to meet the requirements of the Government.

(*d*) Applied to what are commonly known as "open" or "closed" shop conditions, it shall be understood and agreed that every employer entering the period of the war with a union shop shall not by a lockout or other means undertake to alter such conditions for the duration of the war, nor shall any combination of workmen undertake during the like period to "close" an "open" shop.

4. Adopting these standards as the basis of its operation, we recommend the creation of a Federal board to adjust labor disputes for the duration of the war. The activities of this board to be confined to disputes growing out of employment on the subject matter of war production for the Government. To such board shall be primarily referred for final settlement all major disputes of the nature suggested, with full power to create all machinery necessary to execute its functions. Its decisions must bind all parties to the dispute. It should be constituted equally of representatives of employees, employers, and the Government, representatives of the latter to hold the deciding voice in the event of an equal division of opinion. It is to be further understood and agreed that there shall be no interruption of production by strikes, lockouts, or other means within the control of employer or employee.

5. We pledge to the country through you the acceptance of such a program by the great body of representative associations and individual manufacturers we are authorized to represent. We do not seek to be regarded as the exclusive spokesman of all industry, and will cooperate in any helpful capacity with any and every manufacturer, whether members of our association or not.

6. To secure in the public interest a mutual understanding and agreement predicated upon the proposals set forth, we suggest: That the Council of National Defense call, at the earliest convenient date, a conference of representative national and international officers of American trade unions, that they may be requested to join in the pledge here made on behalf of employers. Their loyal cooperation for the duration of the war will assure a known standard of conduct to govern these vital industrial relations. The national safety will then no longer be imperiled by disputes, halting vital production, and necessarily operating to give aid and assistance to the public enemy.

We reiterate, in conclusion, the pressing necessity for recognizing one
367 vital and primary principle. A government which cannot itself discriminate between its citizens cannot tolerate a condition which encourages private organizations to compel such discrimination. Politically and economically such a policy spells disaster. It destroys the responsibility of management which is vital to successful production and denies in our own democracy the basic principles of individual liberty and opportunity, for which its citizens since the foundation of the Republic have shed freely of their blood and for which today they are prepared to die on alien soil.

Signed on behalf of the National Industrial Conference Board by its Executive Committee and its Advisory Committee:

Executive Committee:	Advisory Committee:
L. A. Osborne, *Chairman.*	L. A. Osborne, *Chairman.*
Frederick P. Fish.	W. H. Barr.
W. H. Barr.	C. H. Van Dervoort.
A. Lawrence Fell.	C. A. Crocker.
Charles Cheney.	Ellison A. Smyth.
	W. A. Layman.

Endorsed by the following associations not members of the Conference Board:
Associated Employers of Missouri, St. Louis, Mo.
Associated Employers of the State of Washington, Seattle, Washington.
Associated Industries of Massachusetts, West Lynn, Massachusetts.
Associated Manufacturers & Merchants of the State of N. Y., Syracuse, New York.
Associated Manufacturers of New Jersey, Trenton, N. J.
Associated Manufacturers of Bridgeport, Bridgeport, Conn.
Associated Manufacturers of Connecticut, Hartford, Conn.
Associated Manufacturers of Tennessee, Nashville, Tenn.
Associated Manufacturers of Ohio, Columbus, Ohio.
Associated Manufacturers of Pennsylvania, Philadelphia, Pa.

Associated Manufacturers of Illinois, Chicago, Ill.
Associated Manufacturers of Michigan, Detroit, Mich.
Associated Manufacturers of Electrical Supplies.
Georgia Manufacturers' Association, Atlanta Ga.
Iowa Manufacturers' Association, Des Moines, Iowa.
Kentucky Manufacturers' Association, Louisville, Ky.

358 Chairman Baker thereupon thanked the Committee on behalf of the Council and Commission and assured them that the subject matter of the foregoing statement would receive careful attention.

The meeting adjourned at 5:30 o'clock p. m.

Attest:

W. E. GIFFORD, *Director.*

359 Minutes of Meeting of the Council of National Defense, September 12, 1917

There was held a special meeting of the Council of National Defense on September 12, 1917, at 4:30 o'clock p. m., at the office of the Secretary of the Navy. There were present Secretary Daniels, Secretary Houston, and the Director.

The Director referred to a letter, of date September 11, 1917, from Governor Charles Whitman, of New York, transmitting a resolution adopted by the New York State Legislature on August 24, 1917, calling attention to the availability of the inland waterways of that State for the transportation of freight and recommending that the Federal Government take such measures as would result in their greatest possible use. The Director was requested to refer the aforesaid resolution to Chairman Willard, with request that wherever feasible the fullest possible use be made of these inland waterways in transportation.

As requested at the meeting of the Council of September 5, 1917, the Director submitted the following as a suggestion for a general statement of the policy of the Council toward new undertakings not immediately essential to the prosecution of the war:

The magnitude of the undertaking of bringing this war to a successful issue is such as to require every effort that this country is capable of making. The resources of the country in a general way may be said to consist of men, money, and material, and during the period of the war any new enterprise or undertaking should be tried and justified by this test: Will the men, money, or material, if so applied, contribute more toward winning the war than if applied in some other direction? Such a course will not react adversely upon busi-
360 ness or conditions of employment, because every man and every effort will be needed during the war, but should be employed in such a way as to help win the war and not in any other way.

It was the sense of the meeting that the sentence, "Will the men, money, or material if so applied contribute more toward winning the war than if applied in some other direction?" should read, "Will the men, money, or material so applied impair the ability of the nation to win the war?" and the Director was requested to draft a letter of reply to an inquiry, embodying the ideas expressed in this statement, illustrating them by concrete examples.

The Director referred to a letter, of date September 6, 1917, from the Treasury Department to the Secretary of Agriculture, to the effect that the investigation of the chemical synthesis of glycerine,

undertaken by the Internal Revenue Bureau at request of the Department of Agriculture, had been developed, with favorable and definite results, to the limits of laboratory equipment, and that further development could be obtained only in a plant equipped for the specific purpose. Secretary Houston stated that he had asked the Secretary of the Treasury to consider the advisability of inducing some of the large commercial establishments to undertake to demonstrate the process commercially, and that he would later report to the Council the result.

Pursuant to action taken by the Council at its meeting of September 5, 1917, in requesting from Commissioner Baruch his recommendations concerning the appointment upon the Oil Committee of a representative from the California fields, the Director read the following letter from Mr. Baruch, of date September 11, 1917:

361 I have your letter of September 7th and in reply would say that there is a representative of California on the Oil Committee, in the person of Mr. E. L. Doheney, of Los Angeles. The gentleman referred to in the attached correspondence, Mr. Cramer, has been making every effort to get upon this committee. He has gone so far as to state that Mr. Doheney was to resign, which Mr. Doheney denies.

Mr. Cramer is a representative of the Dutch Shell Company, a foreign corporation, and has made himself a nuisance in the way stated above; that is, that Mr. Doheney was to resign and that he should be selected.

I have decided to make quite a reorganization in this as well as some of the other committees, but I have deferred it on this committee in particular in view of the fact that oil will probably be placed under the field Administrator, Mr. Garfield, and I would not care to make any changes, as he would, no doubt, have the entire matter in charge.

At request of Commissioner Gompers, the Director read a circular letter issued by Frank Farrington, President of District No. 12, United Mine Workers of America, Springfield, Illinois, and addressed to the officers and members of that District. The Director was requested to address a letter to Mr. Gompers, thanking him for his courtesy in bringing the circular to the attention of the Council, and expressing on behalf of the Council its appreciation of Mr. Farrington's patriotic cooperation.

The Director stated that suggestions had come to him that local Councils of Defense be organized in the Territories of the United States—i. e., Porto Rico, Hawaii, Alaska, and possibly the Philippines—similar to those organized in the States. It was agreed that there could be no objection to the organization locally of such bodies, if the Territories themselves deemed them essential to the solution of their problems, but that it should be made clear that it must be done by local means and with local support, as in the States.

362 The Director called attention to the fact that the Department of Labor had failed to obtain from the House Committee on Appropriations the needed appropriation for the expansion of the labor employment service. The Director was requested to draft for the signature of the Chairman of the Council a letter addressed to the Secretary of Labor stating that the Council had had the matter under consideration and was of the opinion that it is essential as a war measure that such a project be inaugurated and an adequate appropriation provided as early as possible.

The Director read the following letter, of date September 10, 1917, from Commissioner Coffin:

I desire to call to your attention a matter which appears to the Aircraft Production Board to be of most serious moment in connection with war contracts.

It has been brought to our attention that copies of all contracts for war materials are filed with one of the Bureaus of the Department of the Interior and are placed upon public view, or at least made accessible for reference by the public.

I also desire to call attention to the attached copies of the "U. S. Government Advertiser." You will note in the pages of these publications lists of all contracts awarded, together with prices paid and names of manufacturers to whom awards are made.

It seems to me that no better line can be had by the representatives of foreign powers upon the magnitude of preparation or lack of preparation or speed of performance than is afforded by these two sources of munitions information.

We should like to have immediate action looking to the suppression for the duration of the war of these two sources of information vital to the conduct of the war.

Will you not bring this matter to the attention of the Council as early as possible as large orders are now being placed, and the greatest secrecy should be maintained as to the location of these contracts?

363 With reference to the foregoing, it was moved by Secretary Houston, and so voted, that it was the sense of the Council that the name and location of firms engaged in government contracts for military supplies should not be made public, and that the attention of the Secretary of War and of the Secretary of the Navy be directed to the fact that such information is accessible to the public through the files of the Interior Department and is being published in the columns of the "U. S. Government Advertiser."

The Director called attention to a confidential memorandum from the Naval Intelligence Service, stating that supplies entering Russia through Archangel were being systematically passed on through the Russian lines to Germany. The matter was referred to Secretary Daniels.

The Director read the following letter, of date September 7, 1917, from the Secretary of the War Industrial Board:

At a meeting of the War Industries Board held September 7, 1917, the subject of the exemption of men whose services should be exempt from military service was carefully considered.

Many communications bearing on this subject have been received by this Board from firms who are engaged in production of war materials for the United States and her allies. Realizing the extreme necessity of some definite plan being developed to meet this situation, the following resolution was adopted and ordered transmitted to the Chairman of the Council of National Defense: Be it

Resolved, That the War Industries Board suggest to the Council of National Defense that they give careful consideration to the matter of exempting from military service all those whose services are required in industry and other pursuits where they may be of more value towards the successful conclusion of the present war than in the military service.

Upon motion of Secretary Houston, the foregoing was ordered referred to the Secretary of War.

364 The following self-explanatory memorandum from the Secretary of War to the Director is incorporated herein for purposes of the record:

On August 9th you wrote me giving me an excerpt from the minutes of the meeting of the Council held on August 8th with regard to the request of the Committee on Women's Defense Work that an invitation be extended to the British and French Governments to send certain women as representatives to this country to confer with the Women's Committee. The minute concludes with the suggestion that the Chairman submit the matter to the president for his approval. I have submitted the matter to the President in the presence of all the members of the Council and would like to have the minutes show a report by me to the Council to the effect that the President, while generally sympathizing with the plan, thought the present an inopportune time to make the request.

Thereupon, at 6:00 o'clock p. m., the meeting adjourned.

Attest:

W. S. GIFFORD, *Director*.

NOTE.—There having been no quorum present at this meeting the proceedings recorded in the minutes above were subsequently ratified by the Council at its meeting of September 26, 1917.

365 Minutes of Meeting of the Council of National Defense, September 26, 1917

There was held a special meeting of the Council of National Defense on September 26, 1917, at 4:30 o'clock p. m. at the office of the Secretary of War. There were present all members of the Council except Secretary Lane. The Director was also present.

The proceedings of the preceding meeting of the Council, on September 12, 1917, were ratified, there having been no quorum present at that meeting, and the minutes thereof were approved.

The Director referred to the question of office space, pointing out that the space provided by the temporary building under construction would be inadequate, and stating that options had been obtained on other adjacent land suitable for building purposes. It was the sense of the meeting that such options should not be continued.

Pursuant to action taken at the meeting of the Council on September 5, 1917, the Director reported upon the activities of the Medical Section and the approximate cost of the work being done. Upon motion of Secretary Houston it was voted that the Director prepare a budget covering all of the activities of the Council, outlining the nature of the work being done and the program contemplated, which should be considered in detail by the Council and Advisory Commission in joint session.

It was agreed to call a meeting of the Council Friday, September 28, 1917, at 4:00 o'clock p. m., at which Sir Stephenson Kent would be invited to be present.

366 The Director read the following plan for the creation of a War Labor Board, which he stated was recommended by Commissioner Gompers and had the approval of Secretary Wilson and the Advisory Commission:

Resolved, That a War Labor Board of five members be appointed by the Council of National Defense, to consist of one representative of the Department of Labor, one of the American Federation of Labor, one of the Special Boards (War Industrial Board, Shipping Board, Aircraft Production Board, etc.), one of employers, and one of technical and professional labor.

Its duties shall be:

1. To secure and digest information from all governmental agencies which require an immediate additional supply of labor.
2. To formulate methods by which the demand may go most directly to the Department of Labor and to such other governmental and industrial agencies as can best meet such demand.
3. To formulate plans for meeting future additional war demands for labor.
4. To consider such new problems of labor as may be referred to it by the Council of National Defense or other governmental agencies; and to secure

and furnish information to them, or to such others, as may be referred to the Board by them.

5. To do such other things as the Council of National Defense may require relative to the employment of labor.

After discussion, upon motion of Secretary Houston, it was voted that action upon the foregoing resolution be deferred.

The Director brought up the question of the appointment of a Labor Adjustment Commission, quoting its status as reported in the minutes of the meeting of August 20, 1917. In connection therewith he read the following telegram, of date September 7, 1917, from Commissioner Gompers:

367 It is my purpose to be in attendance at the Monday meeting of the Commission. You know the importance of the work in which I am engaged. Essential work may prevent my reaching Washington early enough for the Commission, but will make every effort to be present at Council meeting. The special work to come before the Council is of fundamental importance to labor. With the several agreements in existence, the guiding thought of which is union standards of wages and hours, I cannot approve or defend any condition less than that contained in Secretary Wilson's amendment, which the Council did not at the time approve. Should I be unable to be at the Council meeting, I trust that the action of the Council will be in accordance with that principle.

Upon motion of Secretary Wilson it was voted that the Executive Committee of the National Industrial Conference Board and representatives of Labor be invited to confer with the Council of National Defense, and thereafter to continue their discussions together as might seem to them advisable, for the purpose of evolving some course of action designed to insure the closest possible harmony and cooperation between Labor and Industry. Secretary Wilson was requested to furnish the Director with his suggestions as to who should be invited to represent Labor at the conference.

The Director introduced recommendations from the Committee on Welfare of the Committee on Labor submitting a budget for the expansion of its work. The Director was requested to include the said recommendations in his general budget for consideration at a later meeting. With reference to the report submitted by the subcommittee on housing, the Director was requested to consult with the Chairman of the War Industries Board regarding a report made by Mr. Paul Feiss, of Cleveland, Ohio. With reference to the recommendations by the subcommittee on welfare work for the publication of certain reports prepared by its subcommittees, the Director was requested to consult the Department of Labor.

368 Upon motion of Secretary Redfield, it was voted that Mrs. J. Borden Harriman, chairman of the subcommittee on women in industry of the Committee on Labor, be invited to appear at a meeting of the Council to outline the program contemplated by her committee. The Director was requested to arrange accordingly.

It was agreed that the compensation of the civilian members of the War Industries Board should be fixed at $500 per month.

The Director read the following letter, of date September 12, 1917, from Commissioner Gompers:

It is, in my opinion, important that the officers and enlisted men should be informed fully upon the provisions of the Compensation Bill as finally enacted. I therefore write to ask if you will arrange to have an adequate supply printed for distribution in the various cantonments and among General Pershing's men in Europe—if it can be arranged, at least sufficient for all the officers in the Army and Navy (including the captain of each company and the corresponding officer aboard ship). Possibly special bulletins might be prepared to be posted at the various headquarters referring to the bills which could be had upon application.

With reference to the foregoing, the Director was requested to advise Mr. Gompers that Judge Mack is now visiting the various training camps, explaining in detail to the men the provisions of the compensation and insurance legislation.

The Director displayed a poster proposed to be distributed to manufacturing plants by the Committee on Supplies designed to arouse patriotic cooperation in work in government contracts. The said poster was approved by the Council.

The Director referred to a letter of date September 21, 1917, from Commissioner Coffin, as Chairman of the Aircraft Production

369 Board, urging action to settle labor difficulties in the lumber industry of the Northwest, which threatened a serious shortage of spruce. The Secretary of Labor stated he was confident that the disturbance in the spruce industry would disappear with the settlement of the general labor situation in the Northwest, and that every effort was being made to bring about such a settlement.

The Council approved the appointment upon the Committee on Women's Defense Work of Miss Hannah J. Patterson, of Pittsburgh, Pennsylvania.

Thereupon, at 5:50 o'clock p. m., the meeting adjourned.

Attest: W. S. GIFFORD, *Director.*

370 Minutes of Meeting of the Council of National Defense, September 28, 1917

There was held a special meeting of the Council of National Defense on September 28, 1917, at 4 o'clock p. m., at the office of the Secretary of War. There were present all members of the Council except Secretary Lane. The Director also was present.

The Director called attention to the fact that he was planning to notify Mr. Munsey on October 1 that leases for offices in the Munsey Building would be cancelled on November 1, 1917.

The Director also called attention to the fact that on account of lack of space it might not be possible to accommodate in the new building the Section on Cooperation with States, the Commercial Economy Board, and the Storage Committee.

Sir Stephenson Kent discussed with the Council various problems, particularly relating to labor, encountered in England during the war.

Thereupon, at 5:30 o'clock p. m., the meeting adjourned.

Attest:

W. S. GIFFORD, *Director.*

371 Minutes of Joint Meeting of the Council of National Defense and the Advisory Commission, October 1, 1917

There was held the regular monthly joint meeting of the Council of National Defense and the Advisory Commission on October 1, 1917, at 4:30 o'clock p. m., at the office of the Secretary of War. There were present Chairman Baker, Secretary Daniels, and Secretary Redfield, all members of the Advisory Commission, and the Director.

Upon motion, it was agreed to dispense with the reading of the minutes of the preceding joint meeting.

Commissioner Willard reported progress made by the Stevens railroad commission to Russia, as follows:

The commission of railway men to Russia, headed by John F. Stevens, which left in April, after going over the Trans-Siberian railroads, recommended to the government that if they would adopt the American system of operation it would increase their efficiency 25 to 30%. The commission has asked for large numbers of cars and engines, a considerable number of which have been sent, and 500 locomotives and a great many cars will go forward between now and February 1. They desire 1,500 additional engines and 30,000 more cars. We are constantly receiving statements through the State Department and other channels that the situation is very serious not only from a military standpoint but in the shortage of food, clothing, and heat. It therefore has seemed desirable to help transportation conditions in every possible way. At the request of Mr. Stevens, there are now being raised, with the approval of the Russian government, 12 units of 14 men each, composed of railway operating officers, superintendents, master mechanics, etc., to be sent over, with a military status, to act as instructors In addition, there will be sent expert telephone construction men to provide means for train dispatching, and also men to take charge of the new depot at Vladivostok. About 40% of the locomotives are in bad order and unfit to run, repairs having been delayed for want of shop room and men, and to remedy this some 100 machinists will be sent. Between 700,000 and 900,000 tons of important war material, such as flying machines, ammunition, etc., are now lying at Vladivostok awaiting movement. Under present conditions they are able to move but 100 loads a day over what is substantially a double-track railroad. Mr. Stevens hopes by improvement in operating methods to move between 300 and 400 loads a day.

372 Commissioner Willard stated that a letter which he had received from the President of the Western Society of Civil Engineers offering their services to the government had suggested to him the wisdom of recommending the utilization of the services of skilled civilian engineers in the supervision of government work throughout the country, thereby releasing for military duty the skilled, technical army officers now detailed for that purpose; and that, should such a course be followed, the engineering committee of Commissioner Godfrey's section was prepared to furnish the proper medium. Secretary Baker stated that this had already been accomplished in large measure by detailing to active service in such work retired army engineers with district engineering experience, but that he would be glad to avail himself of the aid of the engineering committee should the occasion arise.

Commissioner Willard stated that as the war progressed the Advisory Commission felt more and more impressed with the fact that the point had been reached where everything not essential to the prosecution of the war should be subordinated to the more important things, and that the Advisory Commission desired to strongly urge upon the consideration of the Council some general pronouncement of policy to that effect. Thereupon the Director presented the following suggested reply to a typical inquiry which he had prepared by request of the Council at a recent meeting:

Mr. WILL H. HAYS,
Chairman Indiana State Council of Defense,
Indianapolis, Ind.

DEAR MR. HAYS: The Council of National Defense has considered the question you raise in your recent letter as to the attitude which should be taken relative to improvements, public and otherwise, which involve large construction work, and recommends as follows:

373 Every effort that this country is capable of making should be applied to bring the war to a speedy and successful conclusion. The resources of the country in a general way may be said to consist of men, money, and material, and during the period of the war any new enterprise or undertaking should be tried and justified by the test: Will the men, money, and material so applied best contribute in this way to the winning of the war?

New enterprises which are not fundamental to the efficient operation of the country's necessary activities should not be undertaken. This will not result adversely upon business or conditions of employment, because every man and every resource will be needed during the war. All effort should be centered "to help win the war."

Very truly yours,

(signed) NEWTON D. BAKER,
Secretary of War and Chairman Council of National Defense.

Upon motion, it was voted that the foregoing letter be approved and sent to the several state councils of defense, and also that it be published in the Official Bulletin.

The Director submitted the following budget, explaining the various items in detail:

374 *Salary budget for 9 months, from September 30, 1917, to June 30, 1918*

Total appropriation available for 9 months	$436,000
Estimated available for salaries	250,000
Expenditures at present rate	256,000

	No. on Pay roll	Present rate 9 months	Estimated 9 months	Increase over present rate
Director's office	7	$13,185	$13,185	0
Secretary's office	6	9,660	9,660	0
Cooperation with States	32	27,495	27,495	0
Engineering & Education	0	0	0	0
Women's Committee	15	13,050	13,050	0
Medical	29	24,765	24,765	0
Aircraft	24	17,100	0	[1] 17,000
Chief Clerk, etc	44	28,635	50,000	21,365
Statistics	18	19,575	55,000	35,425
Commercial Economy	16	17,085	26,000	8,915
Labor [2]	8	8,325	?	??
Total of above	199	178,875	219,155	48,605
War Industries, including Supplies and Raw Materials	78	73,350	133,360	60,010
Storage	5	2,920	31,500	28,580
Total War Industries	83	76,270	164,860	88,590
Grand Total	282	255,145	384,015	137,195

[1] Pending legislation provides separate appropriation for Aircraft.
[2] Committee on Welfare asks for $50,000, chiefly for traveling, printing, etc.

NOTE.—Railroad committee finances itself to the amount of $500,000 per year.

375 The Director stated that on the basis above estimated, there would result a deficiency in salary expense approximately $130,000 for the fiscal year ending June 30, 1918, and that it had been suggested that the War Industries Board, including the Storage Committee, might be financed from some other fund, in which event the appropriation for the Council of National Defense would be entirely adequate. After some discussion it was agreed that definite action upon the budget be temporarily deferred, but that the Director should for the present proceed upon the basis outlined therein.

Commissioner Gompers stated for the information of the meeting that, upon recommendation of the American Alliance for Labor and Democracy, there would shortly be appointed to proceed to Russia a

commission, not a representative of the government, but composed of representatives of labor selected from the actual workers, together with men of the more radical thought who might be better known to the Russian revolutionary element, financed through voluntary contribution, making it as nearly as possible representative of the American people as a whole, in an effort to meet the attempt of certain elements in Russia to discredit the United States and the former American commission to Russia, and to impress upon the Russian people the fact that the American people stand solidly behind their government in the prosecution of the war.

Mr. Gompers stated that the subcommittee on housing of the Committee on Labor had given exhaustive study to the question of housing workmen at the various plants engaged in government contracts, and that their report disclosed a very serious situation generally, which menaced the uninterrupted production of war material. Chairman Baker stated that the matter had already been before the Council in a more or less general fashion, but that no definite action had been formulated. After some discussion, it was agreed that the
376 committee on housing should present the result of their investigations and their final recommendations to the Advisory Commission for consideration and recommendation to the Council.

Commissioner Willard stated that, pursuant to the request made by the Council, the Advisory Commission had undertaken a careful study of alien problems and that a meeting had been held to discuss the subject, attended by Frank Trumbull, Felix Warburg, and Frances Kellor, of the National Americanization Committee, and that Mr. Trumbull, chairman of the committee, was preparing for the guidance of the Commission a report outlining their definite recommendations. He also stated that, at the suggestion of Secretary Lane, he had explained to Mr. F. W. M. Cutcheon, of the Legal Department of the Red Cross, the inquiry the Commission had undertaken, who had agreed to advise on the legal aspects of the subject. He further stated that the study would be completed as rapidly as possible, but that a report sufficiently comprehensive to be of value would probably require some two months to prepare. Chairman Baker suggested that any plan evolved looking to the enactment of legislation should, if possible, come to the Council before December 1.

Thereupon, at 6:15 o'clock p. m., the meeting adjourned.

Attest:

W. S. GIFFORD, *Director.*

377 Minutes of Meeting of the Council of National Defense, October 9, 1917

There was held a special meeting of the Council of National Defense on October 9, 1917, at 9:30 o'clock a. m., at the office of the Secretary of War. There were present Chairman Baker, Secretary Daniels, Secretary Redfield, and the Director.

The chairman read the following letter, of date October 6, 1917, from Chairman Willard of the Advisory Commission:

At a joint meeting of the Council and Advisory Commission held on the 1st instant, the question of housing for workers engaged upon government contracts

came up for discussion, and the Advisory Commission was requested to investigate the subject and report as soon as possible in connection therewith.

The Commission proceeded at once to obtain information concerning the matter. A considerable number of men and women conversant with the subject appeared before the Commission during the four days' hearing, among them being the following:

Mr. Phillips Hiss, Architect and Chairman of Subcommittee on Housing of the Committee on Welfare appointed by Mr. Samuel Gompers.
Mrs. Ralph Easley, Chairman of Welfare Department, National Civic Federation.
Miss Harlean James, Secretary, Committee on Housing.
Mr. Otto Bidlitz, Contractor and Builder, New York City.
Mr. Jacob G. Schmidlapp, Banker and Philanthropist, Cincinnati.
Mr. Hugh Frayne, Member of War Industries Board.
Col. Palmer E. Pierce, Member of War Industries Board.
Mr. W. H. Ham, Manager Bridgeport Housing Co., Bridgeport, Conn.
Mr. R. M. Thompson, Roebling Mfg. Co., Roebling, N. J.
Mr. Frederick Wood, Executive Manager Maryland Shipbuilding Plant, Bethlehem Steel Co., Sparrows Point, Md.
Mr. S. M. Vauclain, Vice President, Baldwin Locomotive Works, and Chairman Committee on Production of War Industries Board.
Admiral H. H. Rousseau, Emergency Fleet Corporation.
Miss Obernauer, Department of Labor.
378 Mr. John Nolen, Town Planning Expert.
Mr. Lyall, Cotton Mill Operator, Passaic, N. J.
Mr. Meyer Bloomfield, Emergency Fleet Corporation.
Mr. A. J. Rhodes, representing Navy Dept. employees, Newport, R. I.
Mr. John Donlin, President, Building Trades Dept., A. F. of L.

The men and women whose names are mentioned above gave their views at length concerning the several phases of the housing problem, and particularly as related to the various activities connected with the progress of the war. The Commission had before it also a report setting forth in detail the results of the inquiry of the Housing Committee concerning this matter, copy of which is attached hereto and marked "Exhibit A."

The Advisory Commission, after a careful consideration of the report and of the statements above referred to, recommends that a committee consisting of not less than five persons, one of whom should be a woman, be appointed by the Council of National Defense to investigate the whole subject, and to recommend to the Council what, if any, action is necessary in connection therewith. The Commission believes that the situation is such that the committee should be requested to report in ten days after its appointment.

The Commission also recommends that in the future all agencies of the Government authorized to arrange for, or to award contracts for war material be required to give consideration to labor supply and housing conditions before contracts are finally placed, and that contracts be so drawn as to assure provision for adequate labor supply and housing.

The Commission further recommends that, so far as it may be practicable to do so, responsible agencies of the Government endeavor to distribute contracts in such a way as to prevent excessive and unnecessary concentration of workers in any one locality.

The Commission begs also to submit herewith a list of names (marked "Exhibit B") from which it believes a competent committee could be selected to deal with this matter in case the principal recommendation contained herein should be favorably considered by the Council.

EXHIBIT B

Otto M. Eidlitz, Builder, New York City.
Mrs. Finley J. Sheppard.
William J. Spencer, Secretary, Building Trades Department, American Federation of Labor.
C. G. DuBois, Comptroller, American Telephone & Telephone Co.
379 Theodore Robinson, Vice President Illinois Steel Co., Chicago, Ill.
Eugene W. Lewis, Treasurer Timken-Detroit Co., Canton, O.
John R. Freeman, Consulting Engineer.
Clayton Mark, President, Mark Mfg. Co., Chicago, Ill.

Upon motion of Secretary Redfield, it was voted that a Committee on Housing be appointed under the Council of National Defense, with the following personnel:

Otto M. Eidlitz, Architect and Builder, New York City.

Mrs. Finley J. Sheppard, Philanthropist, New York City.

William J. Spencer, Secretary, Building Trades Department, American Federation of Labor.

C. G. DuBois, Comptroller, American Telephone & Telegraph Co.

Theodore Robinson, Vice President, Illinois Steel Co., Chicago, Ill.

It was voted that the recommendations of the Advisory Commission that consideration be given to labor supply and housing conditions in the awarding and distribution of contracts be recommended by the Council to the War Industries Board for their favorable consideration. Those recommendations specifically are as follows:

The commission also recommends that in the future all agencies of the Government authorized to arrange for or to award contracts for war material be required to give consideration to labor supply and housing conditions before contracts are finally placed, and that contracts be so drawn as to assure provision for adequate labor supply and housing.

The Commission further recommends that, so far as it may be practicable to do so, responsible agencies of the Government endeavor to distribute contracts in such a way as to prevent excessive and unnecessary concentration of workers in any one locality.

It was further agreed that a copy of the recommendations made by the Council to the War Industries Board be sent to the United States Shipping Board for their information.

380 Thereupon, at 10:00 o'clock a. m., the meeting adjourned.

Attest:

W. S. GIFFORD, *Director.*

381 Minutes of Meeting of the Council of National Defense, October 27, 1917

There was held a special meeting of the Council of National Defense on October 27, 1917, at 4:30 o'clock p. m., at the office of the Secretary of War. There were present Chairman Baker, Secretary Daniels, Secretary Houston, and Secretary Redfield; the Director; also Chairman Willard, of the Advisory Commission; Chairman Black, of the Committee on Inland Water Transportation; Mr. Stevens, of the United States Shipping Board; and Mr. Parker, of the Department of Commerce.

Chairman Baker stated the purpose of the special meeting to be to discuss inland water transportation and the best method of developing and promoting the use of inland waterways.

There ensued a general discussion, in the course of which General Black submitted a report for the Committee on Inland Water Transportation, which was ordered filed with the Director as a part of the minutes. General Black read the specific recommendations contained in said report, which were as follows:

1. Inasmuch as the ruling of the Interstate Commerce Commission in Case Docket 8709 has been nullified by the action of certain railroads in declining to join in through rates, rail and water, which are lower than the all-rail rates, and in view of the Commission's ruling in Case Docket 2226, the Commission should be requested to at once clarify or amplify its ruling in the case 8709.

2. That the Interstate Commerce Commission, or other national governmental body to whom may be delegated the rate-regulating power applicable to inland water carriers, shall take up at once the duty of regulating rates throughout the system of waterways, establishing minimum and maximum rates with
382 such differentials below competitive rail rates as may be deemed equitable and necessary to permit traffic upon inland waterways to be conducted with reasonable means, and under rules and regulations such as will not impose undue expense in accounting, filing of tariffs, and the conduct of proceedings before the Commission or other authorized body.

3. That this Committee earnestly endorses the provision in the law creating the Council of National Defense for the coordination of all the transportation agencies and facilities of the country, and trusts that efforts to this end will meet with eminent success, and the Committee pledges its support and cooperation.

4. In view of the peculiar and unusual difficulty of building water equipment under present conditions, the Committee strongly recommends that the Government, through the Shipping Board, build the necessary equipment and lease the same under reasonable terms, with option of purchase, to responsible private parties. It is understood that the New Orleans Board of Trade and the St. Louis Merchants Exchange stand ready to organize and invest in a corporation which would lease Government equipment for service upon the Lower Mississippi River. It is the understanding of this Committee that the New York State Barge Canal authorities are desirous of securing assistance in placing suitable equipment upon the State Canal, for national uses at present and for general use later upon the Canal.

Mr. Willard then presented his general views as Chairman of the Committee on Transportation of the Advisory Commission, and read the following memorandum:

A NATIONAL TRANSPORTATION SYSTEM FOR THE DURATION OF THE WAR

A nation should have a national transportation system, and such a system should embrace and make proper use of all available and suitable agencies. The fullest possible economic cooperation should be encouraged and required between all such agencies. Inasmuch as the business of transportation for hire partakes of a monopolistic character, all agencies so used should be subject to governmental regulation in the public interest.

To develop the full possibilities of such a program it may be necessary to amend or perhaps repeal some of the existing laws.

Among the many agencies of transportation, the following are in most common use: The natural and artificial waterways with the various craft designed to operate thereon; the highways with the different vehicles and con-
383 trivances designed to operate thereon; and the specialized roads such as electric and steam railways with the special equipment designed for each. Other transportation agencies may be, and undoubtedly will be, developed and brought into general use as time goes on.

The natural waterways in the United States are among the valuable resources of the country and should be used to the full limit of their economic possibilities. The artificial waterways, the highways, the electric and steam railways are also national assets of great value created and supported by the national wealth, and should all be used, each in its proper place, as part of a coordinated national transportation system.

The problems confronting this nation because of the war call for the highest degree of efficiency in all industrial undertaking.

In the past the various transportation agencies and activities in this country have been developed along independent and competitive lines in accord with established policy.

In the future a National Transportation System, embracing and coordinating all available agencies, will be an economic necessity.

The coordinated transportation system of a nation should be so adjusted that each agency will perform the particular function for which it is best adapted,

and, speaking broadly, that country which is provided with the most efficient transportation system—other things being equal—ought to be the most prosperous.

At the close of the discussion General Black was asked, as Chairman of the Committee on Inland Water Transportation, to present to the Council a report as to the development of water transportation on Long Island, along the New England Coast, on the Lower Mississippi River, and on other inland waters, with specific recommendations as to the number and cost of additional boats required, the relief such development would afford, and stating in the order of their need, as an emergency measure, the relative importance of the different projects.

There followed a short executive session, at which the following resolution was approved:

384 Whereas Frank A. Scott, Chairman of the War Industries Board of the council of National Defense, has, due to ill health brought about by his arduous official labors, resigned the Chairmanship of that Board; and

Whereas the Chairman of the Council of National Defense has, with deep reluctance, accepted the resignation; and

Whereas the members of the Council of National Defense are keenly sensible, not only of the unselfish and valuable services rendered to the nation by Mr. Scott during his Chairmanship of the General Munitions Board of the Council of National Defense in the difficult early days of the war, when there was initiated the industrial mobilization of the country for the use of the armed forces of the United States, but of kindred services rendered from the date of the organization of the War Industries Board: Therefore be it

Resolved, That the Council of National Defense express, and it does hereby express, its grateful appreciation of the official endeavors and accomplishments of Mr. Scott, together with its sincere regret at the necessity of parting company with him.

Thereupon, at 6 o'clock p. m., the meeting adjourned.

Attest:

W. S. GIFFORD, *Director.*

385 Minutes of Meeting of the Council of National Defense, November 1, 1917

There was held a special meeting of the Council of National Defense on November 1, 1917, at 9 o'clock a. m., at the office of the Secretary of War. There were present Chairman Baker, Secretary Daniels, Secretary Lane, Secretary Houston, and Secretary Redfield, and the Director.

Discussion was had of the reorganization of the War Industries Board and the appointment of a permanent chairman to succeed Mr. Frank A. Scott. Final action was reserved for a subsequent meeting.

Thereupon, at 10:30 o'clock a. m., the meeting adjourned.

Attest:

W. S. GIFFORD, *Director.*

386 Minutes of Meeting of the Council of National Defense, November 1, 1917

There was held a special meeting of the Council of National Defense on November 1, 1917, at 4 o'clock p. m., at the office of the Secretary of War. There were present all members of the Council except

Secretary Wilson and the Director. There were also present Admiral W. C. Capps, Admiral H. H. Rousseau, Edward H. Hurley, Philip Hiss, and the members of the Committee on Housing, as follows: Otto M. Eidlitz, Theodore W. Robinson, C. G. DuBois, William J. Spencer, and Mrs. Ralph M. Easley.

Mr. Eidlitz, as Chairman of the Committee on Housing, read the following letter transmitting to the Council the unanimous report of that Committee:

OCTOBER 30, 1917.

The Honorable NEWTON D. BAKER,
Secretary of War and Chairman Council of National Defense,
War Department, Washington, D. C.

SIR: The Committee on Housing appointed by the Council of National Defense was requested to investigate and report upon the extent of the housing problem in connection with the workers employed on government contracts, its relation to the output of war materials, and what action, if any, should be taken in the premises.

In its investigations the Committee has been materially aided by the report of Mr. Philip Hiss, Chairman of the Section on Housing of the Welfare Committee, appointed by Mr. Samuel Gompers, Chairman of the Committee on Labor; by the record of the hearings held by the Advisory Commission of the Council of Nation Defense; and by the report of its Chairman, Mr. Daniel Willard. In addition, the Committee has taken testimony from twenty-eight witnesses during a hearing of seven days.

387 EXTENT OF HOUSING PROBLEM AND ITS RELATION TO WAR MATERIALS

Because of time limitation it has been impossible for the Committee to make a complete survey of all localities and industries concerned with Government contracts. Neither has it undertaken to make a comprehensive investigation of the sociological aspects of house planning. Such a study, while important, and partially covered by Exhibit E, is logically a sequel to and not a part of the activities of this body under the instructions governing its appointment.

The testimony and records that have been obtained clearly indicate that with few exceptions the Government contracts for ships, guns, ammunition, and other war materials have thus far been made with little or no Government provision for the housing necessities incident to a rapid and large increase of labor. The Government has in many instances recognized the imperative necessity of speeding up industrial production either by appropriation, increase in contract price, or otherwise, but necessary housing accommodations have largely been left to the exigencies of local supply and demand.

The present situation is partially indicated by the following examples:

The records of the shipbuilding industry, obtained through the kindness of the Emergency Fleet Corporation, clearly indicate that there is a material curtailment of possible ship production at the present time due to lack of housing facilities. These records forecast an increased restriction of ship production when the plants now under construction are completed. (See telegrams and reports of district officers transmitted through Admiral Capps, Exhibit B.)

Bridgeport, Connecticut, presents a community problem. There sixteen concerns are engaged upon war contracts. The records and testimony show that nearly 10,000 additional men, for whom there now exists practically no living quarters, will be required by January 1 if these plants are to run to their full capacity. (See Exhibit C.)

The Bethlehem Steel Company, already mainly employed with government contracts, has extensive additions to its present plant approaching completion. The testimony shows that unless immediate provision be made for necessary housing the possible production of guns, gun carriages, and other munitions will be curtailed fully one-third of the plant's possible output within the next three or four months.

The plant at Sparrows Point is equipped at the present time to produce nearly two ships more per month than are now being built, but is prevented from so doing because of a lack of living quarters for 3,500 men.

While such cases are pressing for solution, the Committee desires to guard against any exaggeration as to the extent of the existing housing problem.

Many communities and individual industries are now taking care of their
388 own housing requirements. Others, where there is serious congestion, are preparing to do so; but there are a number which will have to be financially assisted in house building if full capacity is to be commanded.

In respect to the extent of the housing problem and its relation to war materials the Committee finds:

(A) That in connection with present Government contracts with existing plants there is now a serious curtailment in the possible output of war materials in certain localities because of shortage of labor due to lack of housing facilities.

(B) That with present Government contracts in connection with which increased plant capacity is approaching completion there will shortly be a more serious restriction of possible production of war material than now exists unless provision be quickly made for the housing of the increased labor that will be required by such extension in plant.

(C) That in connection with future contracts for war materials a cumulative decrease in labor efficiency and output may be reasonably expected unless such contracts, when made, be properly safeguarded against community congestion and lack of housing necessities. If this be done, future housing requirements should be cared for automatically and the housing problem would then largely be confined to the districts that are now suffering for want of houses.

RECOMMENDATIONS OF THE COMMITTEE

It thus appears that, as long as present conditions are allowed to continue, each day that passes will be measured by a serious and perhaps vital loss in ships and munitions. The Committee feels that the existing emergency demands immediate action and is convinced that under proper safeguards the Government should give quick financial aid to such industries or communities as can clearly demonstrate their right to relief. In this regard it is suggested that any aid which may be given by the Government should be preferably rendered in the form of loans at a low rate of interest. Some loss to the Governmment may be reasonably expected, but the expenditure necessary to give relief is negligible when measured by the loss incident to delay in the execution of the vast war orders already placed.

If relief is to be afforded, funds and a properly constituted agency to administer them must be provided. From the testimony it appears questionable whether there are any funds immediately available for housing purposes other than, perhaps, from the President's emergency fund. Congress not being in session, to await congressional action would necessitate serious delay.

Your committee believes that an organization of reasonable permanency and authority is necessary to administer quickly and effectively such funds
389 as may be available for housing purposes. The organization should have broad powers to conduct building operations, to deal in real estate and securities, and to borrow and loan money. To accomplish this purpose a trusteeship is proposed, with the name of the "Emergency Housing Association" to be administered by trustees under the general control of the President. This plan contemplates avoiding the delay that might result from awaiting legislation. The proposed plan of administration is outlined in a letter from Judge Edwin B. Parker. (See Exhibit D.)

Your committee offers the following recommendations:

1. (*a*) In line with the findings of the Advisory Commission of the Council of National Defense, all authorized agencies of the Government making contracts for war materials shall give due consideration in the future to the labor supply and housing conditions prior to closing contracts.

(*b*) Future contracts shall be distributed as far as possible to prevent undue concentration of workers in any one locality.

2. A fund of approximately $20,000,000 should quickly be made available to furnish aid where an imperative need for assistance is proved and additional funds should be provided in the near future.

3. Immediate steps should be taken to form some permanent organization to administer such funds as may be necessary and available for housing purposes.

In conclusion, the Committee desires to emphasize its conviction that any Government aid for industrial housing should be considered strictly as a war measure and be rigidly confined to cases where the restriction of output of war materials would otherwise occur.

The full report and exhibits are appended hereto.

Respectfully submitted.

OTTO M. EIDLITZ,
GERTRUDE BEEKS EASLEY,
T. W. ROBINSON,
WM. J. SPENCER,
CHARLES G. DUBOIS,
Committee on Housing.

390 Mr. Eidlitz also read and explained in detail Exhibit C of the report, outlining a proposition for local housing development submitted by the Bridgeport Housing Company, an organization of representative concerns of Bridgeport, Connecticut.

There ensued a general discussion, at the close of which Chairman Baker thanked the members of the Committee for their labors, and expressed the desire of the Council that the Committee continue in existence in its official capacity pending final action upon its recommendations.

A short executive session followed, no formal action being taken.

Thereupon, at 6 o'clock p. m., the meeting adjourned.

Attest:

W. S. GIFFORD, *Director.*

391 Minutes of Meeting of the Council of National Defense, November 2, 1917

There was held a special meeting of the Council of National Defense on November 2, 1917, at 4:30 o'clock p. m., at the office of the Secretary of War. There were present Chairman Baker, Secretary Daniels, Secretary Houston, Secretary Redfield, and the Director.

The Director referred to the minutes of the Council of September 26, 1917, wherein is set forth in full a plan for the creation of a War Labor Board, recommended by Commissioner Gompers and approved by the Secretary of Labor and the Advisory Commission, but upon which final action by the Council was for the time being deferred. The Director emphasized the growing importance of definite and comprehensive action to correlate the available supply of labor in adjustment to the demands of the various war activities of the Government, and recommended to the Council that the Director undertake the following work, cooperating with the Department of Labor and other Government agencies:

1. To determine present and probable future demands for labor in war industries.

2. To determine, in connection with the Priorities Committee of the War Industries Board, the relative priorities of the labor demand.

3. To arrange for the supplying of the demand through the Department of Labor or such other governmental or civilian agencies as can best meet the demand.

4. To determine the needs for dilution of labor, including the introduction of women into industry, and recommend policies to be followed in regard thereto.

It was moved by Secretary Redfield, and so voted, that the foregoing recommendation be approved.

392 The Director stated the recommendation of Mr. Willard, Chairman of the Committee on Transportation of the Advisory Commission, that a Highway Transport Committee be appointed under the Council of National Defense. It was voted that such a committee be created, the personnel of which should be determined by Mr. Willard in consultation with Secretary Houston.

The Director introduced the following resolution:

Whereas it appears that there are many voluntary committees engaged in patriotic service throughout the country; and

Whereas in the opinion of the Council of National Defense such committees can render the most effective service if properly coordinated; and

Whereas a State Council of Defense has been organized in each State to coordinate the war activities within the State and to cooperate with the Council of National Defense: Be it

Resolved, That the Council of National Defense strongly urge that wherever practicable voluntary patriotic committees and organizations in each State work through and under the guidance of the State Council of Defense so that the State Council of Defense may be the central coordinating agency for all voluntary patriotic work within the State directed toward assisting in the prosecution of the war.

The foregoing resolution was adopted.

The Director stated that the Section on Cooperation with States, of the Council of National Defense, had been requested by the War Department and others to urge upon State councils of defense the enactment by State legislatures of a Civil Rights Bill similar to that introduced in the last session of Congress, granting soldiers and sailors exemption from civil actions during the period of their military service. It was voted that the aforesaid bill be brought to the attention of the governors of the several States, with the advice that the bill was recommended to the last Congress, and urging the enactment of similar State legislation.

393 The Director submitted the following resolution along the lines suggested by Mr. Willard in his memorandum set forth in the minutes of October 27, 1917:

Whereas on April 7, 1917, the Council of National Defense took the following action:

"*Resolved*, That Commissioner Willard be requested to call upon the railroads to so organize their business as to lead to the greatest expedition in the movement of freight"; and

Whereas the Railroads responded promptly and effectively to this request; and

Whereas the increasing demand for transportation throughout the country due to conditions created by the war will tax to the utmost the resources of all available transportation agencies: Therefore be it

Resolved, That the Chairman of the Committee on Transportation of the Advisory Commission be requested to urge the representatives of all transportation agencies to cooperate with each other as fully as possible during the continuance of the war in order that the most effective use may be made of all such agencies.

Upon vote, the foregoing resolution was approved.

The Director read the following letter, of date October 27, 1917, from the Secretary of War:

It has been suggested to me that the Council of National Defense might with propriety establish a committee to pass upon and certify causes which appeal to the public for financial support. Such a committee of persons and
394 movements desiring to appeal to the American public would be asked to submit their plans and their financial arrangements, and publicity would be given to the fact that, in the opinion of the Council of National Defense, no subscriptions or contributions should be made to agencies not so approved. The purpose of this would be to prevent fraud and the misuse of funds by badly organized or improper agencies.

Will you be good enough to bring the matter up at the next meeting of the Council of National Defense?

With reference to the foregoing, the Director was requested to obtain a list, as comprehensive as practicable, of appeals for financial aid now being circulated throughout the country, and prepare a statement to be sent to the State councils of defense, requesting their assistance to complete such statement and inviting their suggestions.

The Director presented a letter, of date October 19, 1917, accompanied by a memorandum from Prof. R. T. Ely, suggesting study and investigation of the problem of providing suitable occupations and means of livelihood for returning soldiers and sailors. It was voted that no action be taken at this time.

The Director exhibited a letter circulated by the Committee on Women in Industry of the Advisory Commission of the Council of National Defense, appealing for subscription of private funds with which to carry on the work of that committee. Upon vote, the following resolution was adopted:

Resolved, That no committee or subordinate agency of the Council is authorized to appeal for funds from private sources, without first presenting the matter to the Council and receiving its definite approval, and having its exact scope outlined.

The Director introduced a letter, of date September 20, 1917, from Mr. DeCourcy W. Thom, of Baltimore, addressed to the Presi-
395 dent of the United States, suggesting a better organization of labor to meet the exigencies of the War. No action was taken.

Thereupon, at 5:30 o'clock P. M., the meeting adjourned.

Attest:

W. S. Gifford, *Director.*

396 Minutes of Joint Meeting of the Council of National Defense and the Advisory Commission, November 5, 1917

There was held the regular joint monthly meeting of the Council of National Defense and the Advisory Commission on November 5, 1917, at 4:30 o'clock p. m., at the office of the Secretary of War. There were present Chairman Baker, Secretary Daniels, Secretary Houston, and Secretary Lane, of the Council; Commissioners Baruch, Coffin, Gompers, Godfrey, Martin, and Rosenwald, of the Advisory Commission; the Director; also Dr. George W. Crile, Major, U. S. A., Medical Reserve Corps; Sir Berkeley Moynihan, Colonel in the British Army; Surgeon General William C. Brainsted; Surgeon General Rupert Blue; Surgeon General William C. Gorgas; Admiral Carey Grayson; General John Biddle; Major F. F. Simpson; and Major William J. Mayo.

Sir Berkeley Moynihan and Major Crile addressed the meeting concerning their observations and experience with the allied fighting forces in Europe.

Thereupon, at 6 o'clock p. m., the meeting adjourned.

Attest:

W. S. Gifford, *Director.*

397 Minutes of Meeting of the Council of National Defense, November 19, 1917

There was held a special meeting of the Council of National Defense on November 19, 1917, at 4:30 o'clock p. m., at the office of the Secretary of War. There were present Chairman Baker, Secretary Daniels, Secretary Lane, Secretary Houston, Secretary Redfield, and the Director.

After discussion with Mr. R. B. Stevens, of the U. S. Shipping Board, and Mr. A. A. Landon, who were called into the meeting, the following resolution was adopted, and Mr. Stevens undertook to communicate such resolution to Mr. Gompers in behalf of the Council of National Defense:

Resolved, That in view of the urgent need of a national policy to obtain the full cooperation of all the forces essential to the maximum national production for war purposes, and in order that there shall be no interruption in the flow of supplies to our own troops and those of our allies, the Council of National Defense requests the American Federation of Labor convention to appoint a committee to cooperate in establishing the general principles to prevail in industry for the period of the war, and in determining the administrative machinery necessary to put those principles into effect.

Chairman Baker read certain correspondence between the President of the United States and the Secretary of the Treasury concerning a report and recommendations submitted by Surgeon General Rupert Blue, of the Public Health Service, as a result of investigation into health and sanitary conditions and the safeguarding of workers in war industries, in which the Secretary of the Treasury recommended that the Public Health Service undertake general supervision of such matters and suggested to that end there be called into conference the various state and local boards of health.

398 It was agreed that Chairman Baker should advise the President that the Council is unanimous in the belief that the assembling of such a convention would be unwise at this time and that the Council recommends that, inasmuch as various agencies of the Government and others have given the subject careful study and investigation, such agencies, including the Public Health Service and other Government departments interested, he asked to confer together under the coordinating chairmanship of Mr. Hugh Frayne, of the War Industries Board, and work out minimum standards definitely applicable to the particular classes of contracts involved. It was further agreed that, subject to the approval of the President of the recommendation stated above, the Chairman should communicate with Mr. Frayne and others accordingly.

The Director read the following letter, proposed to be sent to Mr. Elliot H. Goodwin, General Secretary of the Chamber of Commerce of the United States:

With reference to the letter of the 16th ultimo from Mr. Waddill Catchings, Secretary of the National Chamber's Committee on Cooperation with the Council of National Defense, addressed to the War Industries Board, I beg to assure you of the appreciation of this office and of the Council of National Defense of the steps taken by the Chamber of Commerce of the United States in the organization of War Service Committees. We feel that the establishment of representative committees, formed in such manner as to entitle them to speak for their entire industries, will render immediately available valuable sources of information upon which the Government may draw in connection with the countless business and industrial problems attendant upon the conduct of the war.

For your information in this connection, I will add that the several committees appointed by the Council of National Defense and by the Advisory Commission have in each instance tendered their resignations; and in order to prevent a continuance of the embarrassing situation wherein members of the committees were called upon to act both as Government agents or advisors and at the same time as representatives of their respective industries, that these resignations have been accepted. For the purpose of furthering the valuable work instituted by the Government committees, however, it is most desirable that representative committees of the industries be formed in the industries themselves at the earliest possible moment.

399 Upon vote, the foregoing letter was approved.

With reference to essential and nonessential industries, the Director called attention to the fact that the policy of his office and the War Industries Board was not to issue a list of nonessentials but rather, as the occasion arose, to determine what industries should receive priorities as being most essential. As to the adjustment of the less essential industries to immediate war conditions, the Director outlined a Bureau of Manufacturing Resources which it is proposed to create under the War Industries Board, the duty of such bureau to be to advise with manufacturers who have facilities to place at the disposal of the Government for war production and generally to advise as to the distribution of war orders among the less essential industries. It was the sense of the meeting that the policy being followed, as thus outlined, with reference to nonessentials, including the establishment of such a bureau, was correct.

The Director called attention in general terms to the situation regarding wool, and the Council approved of the Director calling a conference of the parties interested that a national policy with reference to wool might be determined.

The Director stated that in response to the general demand for a Government Information Bureau in Washington he proposed to establish such a bureau at the offices of the Council of National Defense to answer, as far as possible, such inquiries as might be directed to it.

By unanimous consent, it was agreed that hereafter the Council shall meet regularly on each Monday and Thursday at 4:30 o'clock p. m.

Thereupon, at 6:00 o'clock p. m., the meeting adjourned.

Attest:

W. S. GIFFORD, *Director*.

400 Minutes of Meeting of the Council of National Defense, November 22, 1917

There was held a special meeting of the Council of National Defense on November 22, 1917, at 4:30 o'clock p. m. at the office of the Secretary of War. There were present Chairman Baker, Secretary Daniels, Secretary Redfield, Secretary Houston, Secretary Lane, and the Director.

The Director was requested to report at the next meeting the result of his investigations into the various appeals for financial aid being circulated throughout the country and to prepare for the consideration of the Council an appropriate resolution calling attention to the

fact that the benevolent energies of the country were being scattered by irresponsible appeals, and requesting their correlation and centralization through state councils of defense.

Chairman Baker referred to a letter, of date November 20, 1917, from the President, in response to the Chairman's letter of date November 19, 1917, to the President, concerning the suggestion of the Secretary of the Treasury as to the supervision of matters of hygiene and sanitation for workers during the war, heretofore considered by the Council at its meeting of November 19, 1917. The matter was referred to the Director to communicate with Mr. Hugh Frayne and others in accordance with the recommendations of the Council to the President, as set forth in the minutes of that date.

The Director called attention to the fact that the Council of National Defense is now occupying the new building to the limit of its capacity and that with the large expansion of the War
401 Industries board not contemplated additional office space will be necessary. It was the sense of the meeting that adequate space should be provided, and Chairman Baker stated that he would endeavor to obtain for the use of the Council the new building now under construction for the War Department at 18th Street and Virginia Avenue.

The Director reported progress in the investigation undertaken at the request of the Council into the conditions under which enemy aliens are being employed in industry throughout the country. It was agreed that such investigation might be suspended for the present, in view of the recent regulations promulgated by the President concerning enemy aliens.

The Director referred to his letter of date November 16, 1917, to the Chairman of the Council concerning dissatisfaction expressed by state councils of defense at the duplication of organizations throughout the states by various federal agencies to carry on war work which the state councils considered themselves officially created to do and well equipped to accomplish. It was the sense of the meeting that the matter should be brought to the attention of the President, and the Director was accordingly requested to prepare for the Chairman an appropriate letter.

The Director was instructed to prepare and submit to the Council the annual report of the Council of National Defense to Congress required by law.

The Director referred to a communication of date November 16, 1917, from the Department of State to the Secretary of War requesting the appointment on the proposed interdepartmental committee on Russian affairs of a representative of one of the subsidiary branches of the Council of National Defense especially interested in matters concerning Russia. The Director was requested to ask Mr. Daniel Willard to attend at least the first meeting of the committee.

402 The Director read the following resolution adopted by the Advisory Commission at its meeting on November 5, 1917:

Whereas the Advisory Commission has heard at length the recommendations of the Committee on Industrial Training, of the Committee on Labor of the Advisory Commission, and certain others, as to the need and methods of industrial training for the war emergency; and

Whereas the Advisory Commission is convinced of such need: Therefore be it

Resolved, That the Advisory Commission recommend to the Council of National Defense that the Council create such organization as may be deemed necessary to develop and direct the carrying out of a comprehensive plan for industrial training for the war emergency; and be it further

Resolved, That the Advisory Commission urge upon the Council the advisability of adopting the present organization of the Committee on Industrial Training for the war emergency.

The Director called attention to the fact that the plans for handling certain labor matters already authorized by the Council at its meeting of November 2, 1917, as set forth in the minutes of that date, would develop the methods for handling both the general direction of the industrial training work to be done and also the determination of the labor demand in all war industries, which at the present time the Public Service Reserve is proposing to do, at least in part, and in connection with which had requested copies of all contracts let by the War Department. The Director was requested to confer with Assistant Secretary Post, of the Department of Labor, in regard thereto; and it was agreed that copies of government contracts should not be furnished to the Public Service Reserve. The Director further stated that he was developing these plans in consultation with Mr. Daniel Willard, and that it was his intention, as soon as they were a little further advanced, to turn them over to Mr. Willard, as Chairman of the War Industries Board, to be carried out under his supervision.

403 The Director referred to a communication, of date November 6, 1917, from the Department of State, transmitting a proposal of the British Minister of Munitions that the United States Government nominate certain young scientists from American universities to be formally attached as liaison to the British Ministry. The matter was referred to the Secretary of War to confer with the Secretary of Commerce.

The Director read the following resolution, originating with Dr. Hollis Godfrey and adopted by the Advisory Commission on November 5, 1917:

Whereas it has been brought to the attention of the Advisory Commission of the Council of National Defense that there is a serious shortage of trained technical men; and

Whereas this shortage threatens to become increasingly serious because of the great demand now being made by the Government and by industries contributing to the war needs of the Government for men of technical training: Therefore be it

Resolved, That the Advisory Commission recommend to the Council of National Defense that students of engineering, veterinary-medicine, and agriculture be excused from military service until they have completed their college courses.

The foregoing matter was ordered to be referred to the Secretary of War.

The Director referred to the desire of Mr. John H. Derby, of the Committee on Welfare Work of the Committee on Labor, to submit plans worked out by his committee for the protection of workers in plants operating under government contract. The Secretary of War stated that he had created under the War Department a Bureau of Internal Police, headed by Col. J. McI. Carter, and it was suggested that Mr. Derby communicate his plan to Col. Carter.

Formal action was voted, approving as of date November 12, 1917, the appointment of Mr. Otto M. Eidlitz as a committee of one to advise with the various government departments interested in

regard to problems concerned with the housing of workers.
404 Chairman Baker stated that Mr. Eidlitz had accepted the appointment.

The Director referred to a letter, of date November 19, 1917, from Mr. John Barrett, Director of the Pan American Union, urging the creation of a Pan American advisory council. The Director was requested to advise Mr. Barrett that action of this kind, affecting, as it does, the international relations between this Government and Pan American countries, should originate with the State Department rather than with the Council of National Defense.

Secretary Daniels read a memorandum from Mr. Thomas A. Edison, suggesting the advisability of withdrawing for use elsewhere all canal boats from the Erie, Champlain, and other Eastern canals before they are frozen in for the winter. The aforesaid memorandum was ordered referred to Chairman Black of the Committee on Inland Water Transportation.

Thereupon, at 5:45 o'clock p. m., the meeting adjourned.

Attest:

W. S. GIFFORD, *Director.*

405 Minutes of Meeting of the Council of National Defense, November 27, 1917

There was held a special meeting of the Council of National Defense on November 27, 1917, at 9:30 o'clock a. m., at the office of the Secretary of War. There were present Chairman Baker, Secretary Daniels, Secretary Lane, and Secretary Redfield, the Director, also Mr. Edward N. Hurley, Chairman of the U. S. Shipping Board; Mr. Herbert Hoover, Food Administrator; Dr. Harry A. Garfield, Fuel Administrator; and Mr. Daniel Willard, Chairman of the War Industries Board.

After discussion it was agreed that the creation of some agency to coordinate all of the War activities of the Government was most desirable. Thereupon it was moved by Secretary Lane, and so voted, that the Council of National Defense, with the Secretary of the Treasury, the Chairman of the U. S. Shipping Board, the Food Administrator, the Fuel Administrator, and the Chairman of the War Industries Board meet weekly in the office of the Chairman of the Council, the Director of the Council to be present at these meetings as heretofore with the Council. The time of meeting was set for 9:30 o'clock a. m. each Monday.

Thereupon, at 10:30 o'clock a. m., the meeting adjourned.

Attest:

W. S. GIFFORD, *Director.*

406 Minutes of Joint Meeting of the Council of National Defense and the Advisory Commission, December 3, 1917

There was held the regular joint meeting of the Council of National Defense and the Advisory Commission on December 3, 1917, at 4:30 o'clock p. m. at the office of the Secretary of War. There were present

Secretary Baker, Secretary Daniels, Secretary Redfield, and Secretary Houston, all members of the Commission, and the Director.

Commissioner Willard read the following excerpt from the proceedings of the Advisory Commission of December 3, 1917:

> Mr. Gompers stated that he had good reason to believe that the great mass of the people, and probably many of our enlisted men, were not thoroughly informed as to the real causes for the entrance of the United States into the war. He therefore moved, and it was so voted, that every soldier and sailor be provided in his knapsack with a pamphlet containing the President's address to Congress of April 2, 1917, and other pertinent material, together with a simple and concise résumé of the reasons for the entrance of the United States into the war.

After discussion it was moved by Secretary Houston, and so voted, that the Council approve in principle the foregoing recommendation, and that steps be taken to ascertain the extent to which enlisted men had already been provided with such information and determine the best methods of supplementing that action. Chairman Baker stated that he would procure and furnish to each member of the Council and Commission, for their examination and approval as supplying this need, a copy of the pamphlet issued by the Committee on Public Information containing the utterances of the President and other similar matter. At the suggestion of Commissioner Rosen-
407 wald, the Director was asked to procure and include with the other material a copy of Secretary Lane's "The Making of the Flag."

Commissioner Willard read the following resolution adopted by the Advisory Commission at its meeting of December 3, 1917:

> *Resolved*, That no exemptions be claimed by the head of any government department in Washington for young men of draft age who have entered the government service since the beginning of the war, where their technical skill is not indispensable to the service in which engaged; and be it further
>
> *Resolved*, That the Advisory Commission recommends to the Council of National Defense that the President be asked to issue an executive order to this effect.

With reference to the foregoing resolution, it was voted that Chairman Baker should, as Secretary of War, prepare a statement of the facts explanatory of the whole matter and arrange for its publicity through the Committee on Public Information, and also for its distribution in the various government departments.

Commissioner Willard read the following resolution adopted by the Advisory Commission at its meeting of December 3, 1917:

> Whereas the propaganda being conducted by Germany in all countries, belligerent and neutral, hostile to the aims of the United States and her allies in this war, is believed to be one of the most potent weapons employed by Germany: Be it
>
> *Resolved*, That the Advisory Commission recommends to the Council of National Defense the taking of adequate and immediate steps looking to the counteraction of such propaganda.

There ensued a general discussion which developed the sense of the meeting to be that the matter was one of great importance and should receive careful consideration. Upon motion, duly seconded, it
408 was voted that the foregoing recommendation of the Advisory Commission be officially laid before the President of the United States.

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The Director read the following recommendations approved by the Advisory Commission at its meeting of December 3, 1917, said recommendations having been submitted by a special committee of the Committee on Labor in accordance with request heretofore made by the Council that the Committee on Labor prepare a tentative bill to be submitted to state legislatures looking to the enactment of legislation empowering the governors of the states to suspend labor laws in war emergency in accordance with the declaration of the Council heretofore made concerning maintenance of labor standards.

State Legislative Action should provide that the Governor of the State be empowered to suspend the State Labor Laws only upon the following conditions:

1. Upon notice from the Council of National Defense stating that a war emergency or that public welfare require such suspension.
2. That such suspension should be made only after public hearings had been held, reasonable notice (of not less than five days) of such hearings having been sent to the State Labor Department or State Labor Commission, to the plant, organization, and employees in the industry affected, and to the public by appropriate notice in the press.
3. That the particular provisions of the labor laws that are suspended and the length of time of suspension should be stated in a permit to be issued by the Governor.
4. That permits should be issued for limited periods, not to exceed six months, and to be renewed only upon rehearings.
5. That all permits should expire two months after the close of the war.
6. That the permits should be issued to individual plants and not to an entire industry and only to those plants that comply with all the state factory, building and fire regulations.
7. That copies of all permits issued should be posted in conspicuous places in each factory or plant affected over the proper official signature.

It was suggested that the paragraph numbered 6 of the
409 foregoing reommendations be so modified as to provide "that no suspension of outstanding regulations or orders herein provided for, should be construed to apply to state laws requiring the installation of protective devices."

Upon motion, duly seconded, it was voted that the foregoig recommedations, modified as indicated, be adopted.

Commissioner Godfrey stated that the recent ruling barring voluntary enlistment after December 15, 1917, would have a most serious effect upon technical and engineering schools generally, because of the fact that students do not thoroughly understand the regulations and were planning to enlist before they were so barred. The matter was referred to Chairman Baker and Commissioner Godfrey to frame a telegram which might be sent to the deans and presidents of the various technical schools explaining the regulations and outlining the proper procedure.

Commissioner Willard stated for the information of the meeting that the War Industries Board had authorized the Chairman to obtain the services of a man as the head of a new bureau to advise with manufacturers who have facilities to place at the disposal of the government, and particularly with relation to the conversion to war purposes of those less essential plants that are threatened with a curtailment of their business.

Thereupon, at 5:50 o'clock p. m., the meeting adjourned.

Attest:

W. S. Gifford, *Director.*

410 Minutes of Meeting of the Council of National Defense, December 7, 1917

There was a special meeting of the Council of National Defense on December 7, 1917, at 4:30 o'clock p. m., at the office of the Secretary of War. There were present Chairman Baker, Secretary Daniels, Secretary Lane, Secretary Redfield, and the Director.

The Director read a letter, of date December 7, 1917, from Mr. Daniel Willard, submitting recommendations of the War Industries Board for price-fixing legislation, together with draft of a tentative bill. It was agreed that the matter should be referred to Secretary Houston to confer with Secretary Redfield and Mr. Hoover as a committee to report recommendations to the Council.

The Director read a letter, of date November 28, 1917, from Mr. Deniel Willard, submitting recommendations of the War Industries Board for legislation authorizing during the war the acquisition by the Government, by purchase or condemnation, of real estate required for war purposes, together with draft of a tentative bill. It was agreed that the Chairman should bring the recommendations to the attention of the President, and, if the proposed legislation met with the President's approval, send the bill to the Attorney General for introduction in Congress.

The Director referred to a letter, of date November 30, 1917, from Mr. Samuel Gompers, objecting to the activities of the Committee on Alcohol, of the Council of National Defense, particularly in the circulation of a questionaire concerning the effect of the consumption of alcoholic liquors by workmen. The Director stated that the
411 questionnaire was circulated without authority by the Executive Secretary of the Committee, who had in consequence been dismissed, but that despite this the tendency of the committee toward independent action in giving statements to the press as emanating from the Council of National Defense threatened to cause further embarrassment unless checked. Upon motion of Secretary Redfield, the following resolution was unanimously adopted:

Resolved, That all commitees and bodies subordinate to the Council of National Defense are instructed to issue no statements whatever to the public or to the press without the approval of the Director of the Council.

In the interest of obtaining a more complete utilization of the existing organizations of the State Councils of Defense by the various departments of the Government rather than the creation of new and duplicate organizations, the Chairman was requested to confer with the Secretary of the Treasury with reference to the activities of the Treasury Department. It was further agreed to discuss the subject with Mr. Hoover and Mr. Garfield, with particular relation to their departments, at the next Joint Weekly Conference.

The Director read in full the report and recommendations of the Women's Committee, of date December 4, 1917, and a detailed discussion thereof was had. With reference to the recommendations of said report, specific action was taken as follows:

Registration of women for voluntary service: It was agreed that this work should proceed, but that its progress should be carefully watched by the Director, on account of the large expense involved,

should this activity expand into a nation-wide registration of women.

Food production and home economics: It was agreed that these recommendations should be commended to the Food Administrator.

412 Women in Industry: It was decided to await the return of the Secretary of Labor, when it might be arranged to have Mr. Gompers, a representative of the Committee on Women in Industry, and Dr. Shaw confer jointly with the Council.

Women patrols in vicinity of training camps: The director was instructed to ask the Women's Committee to supply the Council with information as to English and American experience with detailed recommendations.

Educational propaganda: The Director was instructed to arrange for cooperation between the Women's Committee and the Section on Cooperation with State Councils of Defense.

Budget: It was agreed that the Women's Committee should not be required to limit its activities in accordance with the budget heretofore adopted, but might from time to time call upon the Council for funds for specific purposes.

Traveling expenses: The opinion of the Council was that it was unwise to make a general authorization for traveling expenses. Any specific trips contemplated should first be taken up with the Director for his approval.

With further reference to the foregoing, the Director was requested to Address to the Women's Committee an appropriate letter, stating that the full report was read to the Council and discussed in detail, expressing to the Committee the appreciation of the Council for the constructive work being carried on, and requesting them to continue along the lines indicated in their report as modified by the specific action of the Council set forth above.

The Director called attention to the fact that there was an estimated deficiency of $300,000 in the appropriation of the Council for the fiscal year ending June 30, 1918. The Director was instructed to furnish the Chairman with a full report in the

413 premises, that recommendation might at once be made to Congress.

The Director introduced a letter from the President, of date November 24, 1917, referring to the Council a letter, of date November 22, 1917, from Mr. Charles B. Spatz, of Boyertown, Pennsylvania. Thereupon the following resolution was unanimously adopted:

Whereas the Council of National Defense recognizes that the great majority of the German-speaking citizens of the United States are loyal and that those of doubtful loyalty are under false impressions; and

Whereas it is believed that such false impressions may be removed and the loyalty of our German-speaking citizens strengthened by a full understanding of the purposes and ideals of this country: Therefore be it

Resolved, That the Council of National Defense suggests to the Speaking Division of the Committee on Public Information the advisability of arranging for a series of talks among such citizens by one who is sympathetic with their feelings; and be it further

Resolved, That the Council of National Defense request the State Councils of Defense to tender their assistance and cooperation to the Speaking Division of the Committee on Public Information in the undertaking.

It was agreed to place the matter in the hands of Mr. Arthur E. Bestor, Director of the Speaking Division of the Committee on Public Information, advising him that the suggestion had the endorsement of the Council of National Defense, as expressed in the foregoing resolution and tendering the cooperation of the State Councils of Defense.

The Director submitted a report, of date December 4, 1917, from Mr. Otto M. Eidlitz, Chairman of the Committee on Housing, recommending that funds found to be available by the Navy Department be applied for certain specified housing projects. Said report was referred to the Secretary of the Navy.

414 Upon motion of Secretary Lane, the following resolution was unanimously adopted:

Whereas appeals are constantly being made throughout the country in behalf of innumerable war relief agencies; and

Whereas the benevolent energies of the country are being dissipated by such solicitations, and the flotation of Government loans, as well as subscriptions for other worthy and legitimate purposes, may thereby be seriously affected; and

Whereas the Council of National Defense believes that the regulation and centralization of such appeals would encourage the patriotic and philanthropic spirit of the country to a generous response by the assurance of the proper responsibility of those soliciting subscriptions, thus minimizing opportunity to exploit the benevolent impulses of the country: Therefore be it

Resolved, That the Council of National Defense requests each of the State Councils of Defense so to organize that it may assure itself of the worthiness of the objects in support of which appeals for assistance are made and of the integrity and financial responsibility of those making such appeals; and be it further

Resolved, That the Council of National Defense requests that all campaigns for private aid be conducted in entire cooperation with the State Councils of Defense; and be it further

Resolved, That the Council of National Defense urges the people of the country to contribute assistance, financial and otherwise, only to those persons and objects that are accredited and approved by the Council of Defense in each State; and be it further

Resolved, That the Council of National Defense suggests that the State Councils of Defense approve appeals for financial aid only where it shall be understood that an accounting of the moneys received and spent shall be made public.

With reference to the memorandum submitted by Mr. Thomas A. Edison, concerning the advisability of withdrawing boats from certain canals before the coming of winter, heretofore referred by the Council to General Black, Chairman of the Committee on Inland Water Transportation, the Director read a report from Gen-

415 eral Black to the effect that very few boats remain in the canals during the winter, as they annually seek winter quarters in waters in and around New York City, where he understood there were approximately 600 of such boats being used for storage purposes.

The Director introduced a request of Mr. Gompers that the Section on Industrial Training for the War Emergency of the Committee on Labor, be provided with funds. It was decided to defer action until a meeting at which the Secretary of Agriculture could be present.

The Director referred to a communication from Mr. George Hewitt Myers, Washington, D. C., concerning the effect upon the steel industry of restrictions upon Austrian labor incident to the application to

Austro-Hungarians of the provisions of the Alien Enemy Act. No action was taken, the matter being under advisement by the Department of Justice.

At the suggestion of Mr. Otto M. Eidlitz, Chairman of the Committee on Housing, that Mr. Carl Ackerman would be glad to relate to the Council his observations and experience in connection with housing problems in England, the Director was requested to invite Mr. Ackerman to be present at the meeting on Thursday, December 13, 1917.

Upon motion of Secretary Lane, the following resolution was unanimously approved:

Resolved, That the Committee on Engineering and Education requests the Council of National Defense to notify the other departments of the Government that the Education Section of the Committee on Engineering and Education of the Advisory Commission will be glad to assist in advising as to all possibilities of the use of the public and private schools of the country in support of any project in connection with the war.

The Chairman announced that in accordance with action taken at the meeting of the Council of December 3, 1917, he had brought to the attention of the President the recommendation of the Ad-
416 visory Commission with regard to propaganda in neutral and belligerent countries, and that the matter had been placed in such a course as not to require further attention at this time from the Advisory Commission or Council of National Defense.

At request of Mr. Hoover the Director was instructed to telegraph the Governor of Alaska, asking him to suspend for the period of the war the operation of the Eight-Hour Law so far as the salmon industry is concerned.

Thereupon, at 6:00 o'clock p. m., the meeting adjourned.

Attest:

W. S. GIFFORD, *Director.*

417 Minutes of Meetings of the Council of National Defense, December 13, 1917

There was held a special meeting of the Council of National Defense on December 13, 1917, at 4:30 o'clock p. m. at the office of the Secretary of War. There were present Chairman Baker, Secretary Lane, and Secretary Redfield.

Mr. Frederick L. Ackerman related to the Council his observations and experiences on a special trip to England, as a representative of the American Institute of Architecture, to study housing conditions.

The Director read the following resolution adopted by the War Industries Board on December 13, 1917.

Whereas a number of commandeering notices have been served by the Navy Department within the past ten days upon manufacturers of duck whose entire production has either been contracted for by the Government or allotted to special industries closely affiliated with our war needs; and

Whereas it is proclaimed by the Navy Department that they have no interest other than to get what they want when they want it at the lowest price they can: Now, therefore,

Resolved, That the Council of National Defense be requested to bring to the attention of the Secretary of the War and the Secretary of the Navy the absolute necessity of issuing such orders as will prevent all the commandeering or threats to commandeer of any plant or commodity upon the part of any purchasing department before first submitting the proposed action to the War Industries Board for its approval or advice.

Secretary Daniels being absent, and the War Industries Board having emphasized the necessity for prompt action, the Director was requested to bring the foregoing resolution at once to the attention of the Secretary of the Navy.

The Director stated that he had held several conferences
418 with Chairman Hurley of the United States Shipping Board, who was much concerned over labor matters and who urged the early creation of some body to determine labor policies. The Director was requested to call into conference, with a view to submitting to the Council concrete recommendations, representatives of the War Department, Navy Department, Department of Labor, Shipping Board, Fuel Administration, and the Aircraft Board.

The Director read a letter from the National Research Council calling attention to the valuable research work being done by that body at the instance of various departments of the Government, and requesting that they be provided with funds from Government appropriations. The matter was referred to the Secretary of War.

The Director read a letter from Mr. Francis S. Peabody, Assistant to the Director, Bureau of Mines, requesting the opinion of the Council as to the wisdom of licensing manufacturers of fire works, and also the prohibition of the manufacture, sale, and use of fire works during the period of the war. Subject to the approval of the War Industries Board, the Director was requested to advise Mr. Peabody that the Council approves the withholding of licenses, for the period of the War, for the manufacture, sale, and use of fire works for civilian purposes, but care should be taken not to thereby interfere with the production of fire works necessary in Army and Naval operations.

The Director stated that the District of Columbia Council of Defense had requested from the Council of National Defense financial assistance in providing living accommodations for the large number of additional people in Washington due to the expansion of Government activities, and that he had advised them this
419 could not be done by the Council under the specific terms of its appropriation. Chairman Baker stated that Commissioner Brownlow had also had up with him the matter of financing a room registration office in the District for the accommodation of Government employees. It was agreed that this could not be done by the Council from its appropriation; and further that the Council was not the agency to undertake to secure funds for the purpose, but that it appeared to be a matter for the District Government to handle. The Director was requested to so advise Commissioner Brownlow.

The Director was authorized to advise the State Councils of Defense that the Red Cross, being a national organization chartered by Congress, it would be unnecessary to require a license from the Red Cross in accordance with the resolution heretofore adopted by the Council in connection with the regulation and control of appeals for financial aid.

The following resolution was adopted:

Whereas the United States Bureau of Education as the arm of the Government dealing with all matters pertaining to public education, has, in the interest of a proper American education of the unassimilated, and non-English-speaking population of the United States projected a program designed to explain and extend the facilities of the public schools of this country to meet these needs; and

Whereas it has brought into cooperation for the promotion of this educational policy, agencies and industrial institutions which are in contact with the problem of the foreign population or have patriotic interest in its solution: Therefore be it

Resolved, That the Council of National Defense endorse the efforts of the United States Bureau of Education in behalf of the American education of the foreign population of the United States and request the cooperation of the State Councils Section, and committees of public safety, developing this educational policy.

Thereupon at 5:45 o'clock p. m., the meeting adjourned.

Attest:

W. S. GIFFORD, *Director.*

420 Minutes of Meeting of the Council of National Defense, December 20, 1917

There was held a special meeting of the Council of National Defense on December 20, 1917, at 4:30 p. m., at the office of the Secretary of War. There were present Chairman Baker, Secretary Daniels, Secretary Lane, Secretary Houston, and the Director.

Mr. Franklin D. Roosevelt, as Chairman of the special interdepartmental committee appointed by the Council to report recommendations for the authorization of some body to determine labor questions, informally submitted a memorandum report. Mr. Louis F. Post, who represented the Department of Labor on such committee, also made a statement. It was agreed that action thereon should await the return of Secretary Wilson, and the Director was requested to send to each member of the Council a copy of the committee report, and the stenographic transcript of Mr. Post's remarks. Upon motion of Secretary Houston, it was voted that the question of the authorization of some agency to determine labor matters and policies should be taken up at the first meeting of the Council at which Secretary Wilson could be present, and considered as unfinished business to be pursued to a definite decision.

The Director introduced a letter, of date December 19, 1917, from General Black, Chairman of the Committee on Inland Water Transportation, summarizing suggestions made by the Superintendent of Public Works of the State of New York, looking to the utilization of the facilities of the New York State Barge Canal, thereby relieving railroad congestion. Upon motion of Secretary Lane,

421 it was voted that the foregoing matter be referred to Mr. Daniel Willard.

It was voted that the following announcement be released to the press:

The Council of National Defense desires to inform the people of the country that abundant food is supplied to the soldiers and sailors in the camps and cantonments and that the sending of food to these men by their friends and families is not in any respect necessary; that the aggregate quantity of food thus privately sent is enormous, and that much of it, having been conveyed long distances in heated express or mail cars, is more or less spoiled and consequently injurious to the health of the men. Therefore, in the interest of the conservation of food and also the health of the men, the Council of National Defense requests the public to discontinue the sending of foodstuffs to the camps.

The Director stated that the housing problem in the District had become serious and that he was advised by various departments of the Government of their inability to enlarge their clerical forces because living accommodations are not available in Washington. Upon motion of Secretary Lane, it was voted that the Director obtain from the various departments of the Government an estimate of the number of additional employees they will require within the next six months, and that thereupon the Secretary of War be authorized to ask the President to provide sufficient funds and designate some agency to erect the necessary buildings.

The following resolution was adopted:

Whereas in order that work which it is desired should be undertaken by the State Councils of Defense may be definitely known to the Council of National Defense, and for the purpose of lessening confusion that may arise from requests made directly of the State Councils of Defense by different Federal agencies, it is deemed best that wherever possible such requests for the work of State Councils should be made through one channel: Now, therefore be it

Resolved, That when a Governmental Department, or any Federal Administration, or Committee of the Council of National Defense, or other national

422 organization shall desire to ask the State Councils of Defense to undertake or assist in any work, such Departments or other agency will be asked to submit to the Council of National Defense its request in writing, setting forth an outline of what it is desired shall be undertaken, and such request so submitted shall be acted upon by the Council of National Defense through its Director, and, if approved, a request shall be made of the State Councils, and thereafter any additional requests or instructions based on the original request shall be issued to the State Councils of Defense through the Council of National Defense unless in the opinion of the Director the work can be done more effectively by the Department acting directly with the individual State Councils.

Secretary Daniels read certain resolutions adopted by the American Public Health Association on October 18, 1917, urging national coordination of all local, state, and national health agencies along the most effective lines. The matter was referred to the Director to discuss with Commissioner Martin.

Thereupon, at 6:00 o'clock p. m., the meeting adjourned.

Attest:

W. S. GIFFORD, *Director.*

423 Minutes of Meeting of the Council of National Defense, December 27, 1917

There was held a special meeting of the Council of National Defense on December 27, 1917, at 4:30 o'clock p. m., at the office of the Secretary of War. There were present Chairman Baker, Secretary Daniels, Secretary Lane, Secretary Houston, Secretary Redfield, and the Director.

There ensued a general discussion of the shipping situation as related to the importation of the needed supply of chrome, manganese, nitrates, and wool. Secretary Redfield agreed to provide adequate sailing vessels and to take care of the trade in these commodities, thereby releasing steel vessels for other purposes, if Mr. Hurley would give it his approval and turn over all sailing vessels to the

Secretary of Commerce. Chairman Baker was requested to take the matter up with Mr. Hurley.

The Director read the following statement of policy which the Highways Transport Committee recommended be adopted by the Council:

The Council of National Defense fully recognizes the military and economic value of the highways of the country. It also recognizes the great necessity for maintaining in the best possible condition the roads already built. Unfortunately, the demand for freight cars for handling coal and war supplies has made necessary for the present a restriction upon shipment of certain useful freight, such as road materials. It therefore urges upon highway officials for the coming year the use of local materials as far as practicable, both for road building and maintenance, for in so doing the railroads will be relieved.

The government will take all possible steps to see that by the first of next April freight cars will be supplied for the hauling of road materials for
424 the essential maintenance and reconstruction of roads of distinct military and economic importance. All road expenditures for next year should be based on the needful value of the particular project from a sound economic or military standpoint.

In view of the great relief to the freight situation that can be afforded by highway transportation, the Council of National Defense feels that state and local authorities should be sure that no unduly restrictive legislation or ordinances are allowed to interfere with the proper use of the highways in the operating of vehicular traffic.

With reference to the foregoing, the Director was requested to advise the Highways Transport Committee that in view of the recent change in the railroad situation, the Council of National Defense is of the opinion that it should make no statement until the policy of the Director General of Railways has been ascertained.

The Director read a letter, of date December 26, 1917, from Mr. Daniel Willard, stating his recommendations in connection with the suggestions of General W. W. Wotherspoon, Superintendent of Public Works of the State of New York, concerning a plan for the utilization of the facilities of the New York State Barge Canal, which contemplates the investment of private capital in the construction of towboats and equipment. The Council approved the project in principle. However, the Director was requested to ascertain from the Priorities Committee whether or not priority orders would be granted for the necessary steel and other materials. The Director was also requested to ask General Black whether or not the question of rates would be an essential feature of the plan, if assurance were given that the influence of the Council of National Defense would be thrown in favor of a fair rate adjustment.

425 The Director read the following resolution submitted by the Military Committee of the National Research Council:

1. *Resolved*, That there shall be a committee known as the "Research Information Committee," to consist of the Chief of the Military Intelligence Section of the Army, the Director of the Naval Intelligence Bureau of the Navy, and a representative of the National Research Council to be nominated by the Chairman of that body and appointed by the Council of National Defense, who shall be Chairman of the Committee.

2. That a scientific and technical industrial representative of the National Research Council shall be attached to the offices of both the Naval and Military Intelligence in London, Paris, and such other countries as may be considered desirable, and the said representative together with the said military and naval attachés shall form a committee at each station acting as a subcommittee of the Research Information Committee.

3. That the duties of this Committee shall be to provide for the collection of scientific and technical industrial information relating to military and naval affairs at home and abroad and the dissemination of the same to the Governmental departments interested both at home and abroad.

4. That this Committee shall be provided with a permanent secretary, the clerical and office facilities requisite for such files, indices, and correspondence as the Committee may direct.

5. That in addition to the usual duties in connection with the keeping of files, indices, conduct of correspondence, and so forth, the special duty of the Chairman of the Committee shall be to assist the proper officials in securing, locating, and disseminating the information required, under such rules and regulations as the Committee may formulate from time to time.

6. That when scientific and technical industrial information is required which involves investigation to be made in cooperation with foreign civil authorities, or military authorities not at the front, the investigators selected shall be duly vouched for by this Committee and shall be accredited by it to the military and naval attachés abroad.

On motion duly seconded and carried, it was further

Resolved, That The Military Committee of the National Research
426 Council directs that the above action by this Committee be submitted to the National Research Council for approval and transmission to the Council of National Defense for ratification as it stands or with such amendments as may be deemed necessary.

Upon motion of Secretary Redfield, it was voted that the project be approved, the question of funds being left with the Director to work out with the Chairman of the proposed committee. The Director was requested to advise Mr. S. W. Stratton of his appointment as chairman of the proposed committee.

The Director read the following letter, of date December 24, 1917, from the Secretary of War:

You brought to my attention the suggestion that the sum of $28,000 be made available from War Department funds to pay the expenses of the National Research Council.

I have had the matter examined by the Judge Advocate General, and learn that there is no War Department fund which can be appropriated to that purpose. It is suggested, however, that various pieces of work of a research character have been undertaken by the Council for the Ordnance and Engineering Departments, and that some special appropriation might be made for those special pieces of work, which might be at least partial provision for the Council's Expenses.

Will you be good enough to take up with the member of the Council who wrote to you on the subject this suggestion, and see whether it seems promising?

With reference to the foregoing, it was agreed that the Chairman should take up with the President the subject of providing finances for the National Research Council, and the Director was requested to obtain for the information of the President a statement of the nature and scope of the activities of that body.

Thereupon, at 6:00 o'clock p. m., the meeting adjourned.

Attest:

W. S. GIFFORD, *Director*.

427 Minutes of Meeting of the Council of National Defense, January 3, 1918

There was held a special meeting of the Council of National Defense on January 3, 1918, at 4:30 o'clock p. m., at the office of the Secretary of War. There were present all members of the Council and the Director.

The following resolution, originally submitted by Secretary Lane, and amended upon motion of Secretary Houston, was discussed in connection with the general labor situation:

Resolved:

I. That the President approve the appointment by the Council of National Defense of a War Labor Board consisting of the Secretary of Labor, a representative of labor, and a representative of employers.

II. That this Board shall be authorized to negotiate an agreement between the manufacturing industries of the United States and labor employed therein, to endure, as modified from time to time by the said Board, for the period of the war; this agreement to include the creation of machinery by which the stoppage of production by strikes or lockouts will be prevented and the establishment of adjustment boards for the settlement of industrial disputes.

III. That the Department of Labor shall be looked to for the creation of agencies for the execution of the following functions:

(1) A means of furnishing an adequate and stable supply of labor to war industries. This would embrace:

(a) A satisfactory system of labor exchanges.

(b) A satisfactory method and administration of training of workers.

(c) An agency for determining priorities of labor demand.

(d) Agencies for dilution of skilled labor as and when needed.

428 (2) Machinery which will provide for the immediate and equitable adjustment of disputes in accordance with the principles to be agreed upon between labor and capital and without stoppage of work. Such machinery would deal with demands concerning wages, hours, shop conditions, etc.

(3) Machinery for safeguarding conditions of labor in the production of war essentials. This to include industrial hygiene, safety, women and child labor, etc.

(4) Machinery for safeguarding conditions of living, including housing, transportation, etc.

(5) Fact-gathering body to assemble and present data collected through various existing Governmental agencies or by independent research to furnish the information necessary for effective executive action.

(6) Publicity and Educational Division, which has the function of developing sound public sentiment, securing an exchange of information between departments of labor administration, and promotion in industrial plants of local machinery helpful in carrying out the National Labor Program.

IV. That the several departments of the Government shall advise with the War Labor Board in relation to their special problems.

Secretary Baker suggested that the labor problems included in Secretary Lane's resolution should be dealt with by a single labor administrator, who, in his judgment, should be the Secretary of Labor.

After general discussion, upon motion of Secretary Houston, it was voted that, without further formal action, the Chairman should present to the President and the Cabinet the foregoing resolution, together with the substance of the discussion.

Thereupon, at 6:00 o'clock p. m., the meeting adjourned.

Attest:

W. S. GIFFORD, *Director.*

429 Minutes of Meeting of the Council of National Defense, January 4, 1918

There was held a special meeting of the Council of National Defense on January 4, 1918, at 4:30 o'clock p. m., at the office of the Secretary of War. There were present Secretary Lane (acting Chairman), Secretary Houston, Secretary Wilson, and the Director.

The Director was requested to obtain and furnish the Chairman for transmission to the President a complete statement of the shipping situation, setting forth the supplies we expect to furnish our

Allies, the needs both of our own war program for troops and supplies abroad and our essential imports, and the proper allocation of the total available shipping to these several needs.

Secretary Lane stated that the resolution concerning labor matters set forth in the minutes of the Council of January 3, 1918, was discussed at the Cabinet meeting, and the President had decided that those problems should be administered by and through the Secretary of Labor. The Director was instructed to refer to the Secretary of Labor the various questions brought up by the Committee on Labor of the Advisory Commission and its subcommittees and other matters related to the labor situation.

The Director read the following letter of date January 3, 1918, from Dr. Franklin Martin, pursuant to recent action of the Council in referring to Dr. Martin certain resolutions of the American Public Health Association, heretofore submitted to the Council by the President:

In reply to the resolution of the American Public Health Association
430 passed at its annual meeting in Washington, October 1917, which resolution was referred to the President and referred back to your department for reply, I have to say:

The resolution suggests the appointment of a committee on public-health work to coordinate with national and state organizations in matters pertaining to health protection, suggesting a committee consisting of Surgeon General Blue, Surgeon General Gorgas, Surgeon General Braisted, Representatives of the Departments of Commerce and Labor, Representatives of the Department of Agriculture, Representatives of the Conference of State and Territorial Health Officers, Five civilian sanitarians.

In this connection I will say that Surgeon General Blue is Chairman of a Committee on Hygiene and Sanitation of the General Medical Board of the Council of National Defense. General Blue, General Gorgas, Admiral Braisted, and the President of the Public Health Association are members of the General Medical Board of the Council of National Defense; and the three Surgeons General, with Dr. Welch, Dr. Vaughan, Dr. Simpson, and myself, compose the Executive Committee of the General Medical Board. This Committee advises upon all matters connected with the health and sanitation of troops coordinating through General Blue's department all state and civil health agencies connected with the defense of the Government, including the Army, Navy, Public Health Service, and the Red Cross.

Hence, from the standpoint of advice, it appears to me the program laid down by the Public Health Association is already thoroughly covered by our organization.

Upon motion of Secretary Houston it was voted that the foregoing recommendation of Dr. Martin be approved by the Council. The Director was requested to prepare for the signature of the Secretary of War an appropriate letter of reply to the President.

The Director referred to a memorandum of date December 22, 1917, from Dr. Martin inclosing a pamphlet which he desired to have printed, at an expense of $270, for the information of regis-
431 trants rejected by Local Board on account of physical defects.

The foregoing was approved by the Council, subject to the approval of the Secretary of War.

Secretary Houston reported progress of the committee, consisting of Secretary Redfield, Mr. Hoover, and himself, heretofore appointed by the Council to consider price-fixing legislation recommended by the War Industries Board, stating that the Committee expects to submit the tentative draft of a bill at the next meeting of the Council.

The Director referred to the strong pressure being brought to bear by State Councils of Defense to obtain Federal franking privileges.

It was voted that the Council of National Defense favors extension of the franking privilege to State Councils under proper limitations and control as to its use.

The Director referred to a letter of date December 19, 1917, from the Secretary of War, suggesting the advisability of recommending to the Governors of the States that they add to the State Councils of Defense as members heads of other organizations created for special purposes in the several states, this in order to bring about consolidation and cooperation of agencies. With reference thereto, the following resolution, introduced by the Director, was approved:

Resolved, That the proper representatives of the several Federal bodies interested be directed to meet in conference to prepare recommendations for the better coordination of their respective state agencies on a plan which shall provide better cooperation and understanding between these and which shall preserve the direct authority of each federal body over its state agencies.

With reference to the foregoing, the Director was requested by Secretary Lane to include among the Federal bodies contemplated the Bureau of Explosives, of the Department of the Interior; and by Secretary Houston to include the Bureau of Food Production, of the Department of Agriculture.

432 The Director stated for the information of the Council that his investigation into the employment of enemy aliens by munitions plants had developed the fact that 80 percent of the munitions plants employ some enemy aliens; that in those plants employing enemy aliens 11 percent of the total workers are in that class; and that 7 percent of such aliens are Germans and 93 percent Austrians.

The Director introduced a letter, of date January 3, 1918, from Mr. Otto M. Eidlitz, Chairman of the Committee on Housing, concerning legislation to provide for the housing of industrial workers. It was directed that the matter be referred to Secretary Wilson.

The Director refered to a letter, of date December 29, 1917, from Mr. F. S. Peabody, Assistant to the Director of the Bureau of Mines, in charge of explosives, requesting review by the Council of the decision of the Bureau of Fire Prevention, of the City of New York, denying to Mr. John Osman, of New York City, a foreman's license to use dynamite. The Director was instructed to advise Mr. Peabody that the Council concurred in that decision.

The Council voted to approve a bulletin recommended by the Director, to be sent to the State Councils of Defense, urging extension of the Community War Council idea in the counties and towns of the several states.

The Director was requested to prepare for the signature of the Chairman letters to the Governors of certain states, advising that the best results had been obtained by State Councils of Defense where organized specifically by authority of State legislation and recommending enactment of such legislation.

Thereupon, at 5:00 o'clock p. m., the meeting adjourned.

Attest:

W. S. GIFFORD, *Director.*

NOTE.—There having been no quorum at this meeting, the minutes were subsequently ratified at the meeting of February 14, 1918.

433 Minutes of Meeting of the Council of National Defense, January 5, 1918

There was held a special meeting of the Council of National Defense on January 5, 1918, at 4:00 o'clock p. m. at the office of the Secretary of War. There were present Chairman Baker, Secretary Daniels, Secretary Houston, Secretary Lane, Secretary Wilson, and the Director.

A full discussion was had of the shipping situation and the shipping requirements for carrying out the military program up to June 30, 1918. The Council voted to present a letter to the President, giving complete facts relative to the situation and urging that determination as to how the shipping needs shall be met be arrived at as soon as possible. A letter, dated January 5, 1918, addressed to the President and signed by the Chairman of the Council, together with an accompanying statement of shipping resources and needs, was approved.

Thereupon at 6:00 o'clock p. m. the meeting adjourned.

Attest:

W. S. GIFFORD, *Director.*

NOTE.—Copy of letter and the statement of shipping resources and needs hereinabove referred to are filed in the Director's safe.

434 Minutes of Joint Meeting of the Council of National Defense and the Advisory Commission, January 7, 1918

There was held the regular monthly joint meeting of the Council of National Defense and the Advisory Commission on January 7, 1918, at 4:30 o'clock p. m. at the office of the Secretary of War. There were present Chairman Baker, Secretary Daniels, Secretary Wilson, Secretary Redfield, all members of the Advisory Commission, and the Director.

Commissioner Willard referred to criticism in Congress directed at the Council and the Advisory Commisison and said that the Commission, after a very full discussion, had asked that he state to the Council their general feeling in the matter, which may be summarized as follows:

Neither the Council of National Defense nor the Advisory Commission itself was, in the first instance, conceived or established as a war-making agency but was created essentially to work out a peace program, and the Advisory Commission was intended merely as advisory to the Council. But such preparation was only in the initial stage when the country was confronted by the emergency of the war, and the consequent heavy burdens thrust at once upon the several executive departments of the Government taxed their organizations beyond their immediate capacity of effective expansion. The Advisory Commission was, of course, anxious to be as helpful as possible, and at request of and by authority of the Secretary of War, Secretary of Navy, and other governmental departments, including the Council of National Defense, the Commission and its individual members undertook activities which, while perhaps not contemplated among their duties as a peacetime agency, were yet justified by the emergency of the situation. As conditions have warranted, from time to time certain of these activities have been transferred to the government department specifically charged by law with their execution, and the Commission feels that inasmuch as the government departments have now been able so to readjust and expand their organizations as to meet effectively the demands of the

war, this transposition of functions should be made as complete and comprehensive as practicable.

435 Chairman Baker stated that, of course, any criticism was due to misinformation and misapprehension of functions, to which the really remarkable achievements of the Council and Commission during a period, the most revolutionary in industrial and economic adjustment in American history, was of itself a sufficient answer. He stated that the government departments were now fully equipped to take over from the Council and Advisory Commission and effectively continue such of their activities as were distinctly apart from their advisory function, with the exception of the War Industries Board, which it was thought best to continue in its present form of organization, to be modified from time to time by natural evolutionary processes as heretofore, as found advisable to meet changing conditions.

Commissioner Gompers inquired as to the future status of the Committee on Labor and its subcommittees. Chairman Baker stated that by direction of the President the Secretary of Labor was now charged with the administration of such labor questions as industrial training, dilution of labor, placement and supply of labor, housing and safeguarding of workmen, etc., in cooperation with the Committee on Labor and other agencies, who had perfected organizations of patriotic men and women, experts in their particular fields, thus making available a wealth of scientific information and advice that could be obtained in no other fashion. Upon motion of Secretary Daniels, it was voted that in view of this action, Mr. Frayne, heretofore charged by the Council with the correlation and direction of such labor matters, be requested to transfer his functions in that regard to the Secretary of Labor.

436 Commissioner Godfrey stated that a distinguished group of university men from England, France, and Italy would shortly visit this country, primarily to establish relations between American universities and universities of those countries for the exchange of graduate studies. Upon motion of Secretary Redfield, it was voted that there be communicated to them, through Dr. Godfrey, a resolution stating that the Council learns with much satisfaction of their contemplated visit and welcomes their coming to this country. Dr. Godfrey requested that when these university men are in Washington, if possible, arrangements be made for them to meet the Council and Commission.

Commissioner Gompers stated that he was in cable communication with Mr. George Barnes, labor member of the War Cabinet of Great Britain, regarding an invitation extended by Mr. Gompers to labor representatives of Great Britain to visit the United States. It was voted that a similar resolution of welcome be transmitted to them through Mr. Gompers.

Commissioner Coffin outlined to the meeting the progress made in the program of the Aircraft Production Board.

Thereupon, at 6:00 o'clock p. m., the meeting adjourned.

Attest:

W. S. GIFFORD, *Director.*

437 Minutes of Meeting of the Council of National Defense, January 10, 1918

There was held a special meeting of the Council of National Defense on January 10, 1918, at 5:00 o'clock p. m., at the office of the Secretary of War. There were present Chairman Baker, Secretary Daniels, Secretary Lane, Secretary Redfield, Secretary Houston, and the Director.

Mr. Daniel Willard was present and discussed with the Council the organization and problems of the War Industries Board and his connection therewith as Chairman.

The Director read a letter, of date January 10, 1918, from Commissioner Martin, with a memorandum signed by members of the Executive Committee of the General Medical Board, recommending the transfer for the period of the war of the United States Public Health Service from the Treasury Department to the War Department. It was agreed that the Chairman should introduce the matter for discussion at the next Cabinet meeting.

It was agreed that the Director might state to the Navy Relief Society that the Council of National Defense endorsed its organization and purposes.

The Director stated that estimates received from Government departments to date, with several departments yet to be heard from, showed a need for 10,000 additional employees before June 30, 1918, for whom the living accommodations in the District were entirely inadequate. Upon motion of Secretary Lane, it was voted that the Director request Major Starrett, in consultation with the Supervising Architect of the Treasury Department, to prepare as

438 early as possible estimates and plans for building suitable barracks and restaurant facilities; and that the Chairman, on the basis of such estimates, should then seek from the President the necessary funds.

Thereupon, at 6:10 o'clock p. m., the meeting adjourned.

Attest:

W. S. GIFFORD, *Director.*

439 Minutes of Meeting of Council of National Defense, January 21, 1918

There was held a special meeting of the Council of National Defense on Monday, January 21, 1918, at 4:30 o'clock p. m., at the office of the Secretary of War. There were present Chairman Baker, Secretary Daniels, Secretary Redfield, Secretary Lane, and the Director.

The Director stated that Mr. Willard had telephoned him from Baltimore that several neutral and English boats were being delayed in the harbor at that point without apparent reason. Chairman Baker stated that he would ask General Goethals to send an officer to Baltimore to investigate. Chairman Baker further stated that General Goethals was organizing to cooperate with the Shipping Board and others, in the proper handling of the whole ques-

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tion of ocean transportation, and that he would suggest to General Goethals that he station a representative at each of the main ports who would have full knowledge of the shipping situation, and thus be able to prevent unnecessary delay.

The Director referred to a communication, of date January 14, 1918, from the Japanese Military Attaché requesting for the Japanese War Department information concerning weapons, ammunition, and other munitions of war furnished to Russia by manufacturers in the United States from the beginning of the war to the present time. It was stated that neither the Council of National Defense nor any other department of the United States Government, so far as known, had available the information desired. The Director was requested to so advise the Japanese Military Attaché.

440 The Director referred to a communication of date January 17, 1918, from Mr. Otto M. Eidlitz, of the Committee on Housing, requesting authorization of certain additions to his office force. The Director was requested to advise Mr. Eidlitz that, while the Committee on Housing would continue as advisory to the Council of National Defense, the administration of housing matters was now in charge of the Secretary of Labor and questions relating thereto should be taken up first with Secretary Wilson for his approval.

The Director referred to a communication of date January 12, 1918, from Mr. S. W. Stratton, Chairman of the Research Information Committee of the National Research Council, submitting a budget for one year for the London, Paris, and Washington offices totalling $38,800. Upon motion of Secretary Lane, it was voted that the aforesaid budget be approved.

The Director referred to a letter of date December 29, 1917, from the Federal Board for Vocational Education requesting the Council of National Defense to enlist the cooperation of the State Councils of Defense in providing in those states where it appears necessary financial assistance for the work of war service training. The Director read a letter he proposed to send to the Federal Board for Vocational Education approving their request in general, which letter was approved by the Council.

Major Starrett, of the Emergency Construction Committee of the War Industries Board, submitted plans and estimates for the construction of dormitories for the housing of Federal employes in the District of Columbia. It was agreed that immediate action was necessary, and it was voted that the project be approved generally, to be carried out under the direction of the Secretary of Labor. Major Starrett was asked to double his plans and estimates so as to provide housing for approximately 10,000 people; and the

441 Chairman was requested to bring the matter up at the Cabinet meeting, with the suggestion that Secretary Wilson prepare an emergency estimate for immediate presentation to the Appropriations Committee.

The Director stated the desirability of some means by which the War Service Committees appointed by the various trades could be given an accredited standing as such, and it was agreed that the Department of Commerce should undertake to approve those War

Service Committees found to be properly representative of their respective trades.

Thereupon, at 6:00 o'clock p. m., the meeting adjourned.

Attest:

W. S. Gifford, *Director.*

442 Minutes of Meeting of the Council of National Defense, January 23, 1918

There was held a special meeting of the Council of National Defense on January 23, 1918, at 4:30 o'clock p. m., at the office of the Secretary of War. There were present Chairman Baker; Secretary Daniels; Secretary Houston; and the Director.

Mr. Hoover was present and discussed the delay in the movement of wheat and corn to the East for shipment to our Allies. He emphasized strongly the seriousness of the situation and stated that, unless at least 20,000 box cars were made immediately available in the West to move wheat and corn to primary markets, we would fall far short of supplying our allies with the thirty percent of our production necessary to maintain their armies on a minimum ration. He stated that corn-products companies are closing down and that the situation had reached a crisis which would necessitate most drastic measures in the regulation of domestic consumption unless immediate relief were found. It was voted that the Director prepare, for the signature of the Chairman, a letter addressed to the Director General of Railways, calling his attention to the gravity of the situation and urging the importance of immediate and effective action; and suggesting, as a practical solution developed by the discussion, that industries such as breweries and furniture and automobile manufacturers had large numbers of special cars which could be diverted to the movement of grain, thus relieving the shortage without the necessity of orders closing down specific industries.

443 The Director presented a report on the alien situation in the United States, prepared pursuant to action of the Council on September 5, 1917, requesting the Advisory Commission to give careful consideration to the general policy to be pursued toward aliens in this country, particularly with reference to their Americanization, the possible danger of their presence in munition plants, and their relation to military service. After a full discussion it was agreed that it would be unwise for the Council of National Defense as a government body to take any special or extraordinary action apart from the normal and customary functions now exercised with reference to aliens by authorized agencies. It was voted that the report be referred to the Department of Labor and the Bureau of Education of the Department of the Interior with the advice that in the judgment of the Council of National Defense the alien question should continue to be handled along broad educational lines as heretofore, and that the direction of effort should be toward expediting normal processes.

The Director referred to the suggestion of the State Councils Section that a pamphlet be issued for the information of state legislatures setting forth war-emergency legislation enacted by various states.

After a full discussion it was agreed that it would be unwise to circulate such a pamphlet.

The Director reported for the information of the Council that the Committee on Coal Production continued to function as a committee advisory to the Council of National Defense, and was from time to time advising the Fuel Administration on various phases related to coal production, having particularly recommended a zone system for the distribution of coal. The continuance of the committee met with the approval of the meeting.

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The Director referred to a letter, of date December 5, 1917, from the members of the Advisory Committee on Shipping, tendering their resignations. The Director stated that by request of Mr. Hurley he had for the time being held up the letter, but that Mr. Hurley now advised that he hoped the committee would continue in existence, either as advisory to the Council or to the Shipping Board. Upon motion of Secretary Houston, it was voted that the matter be referred to Mr. Hurley for such action as he thought wise.

Thereupon, at 5:30 o'clock p. m., the meeting adjourned.

Attest:

W. S. GIFFORD, *Director.*

NOTE.—There having been no quorum present at this meeting, the proceedings recorded in the minutes above were subsequently ratified by the Council at its meeting of February 14, 1918.

445 Minutes of Meeting of the Council of National Defense, January 31, 1918

There was held a special meeting of the Council of National Defense on January 31, 1918, at 5:00 o'clock p. m., at the office of the Secretary of War. There were present Chairman Baker, Secretary Wilson, Secretary Lane, and the Director.

The Director referred to a letter received from Congressman Ocsar E. Bland, enclosing copy of letter to Senator Harry S. New, concerning the serious conditions of unemployment in the Bedford stone district of Indiana. He cited this as typical of the embarrassment and uncertainty being felt in industry throughout the country generally because of the derangement of normal conditions, and suggested the need of a comprehensive survey of the war program, viewed as a whole, as related to industrial resources and conditions with a view to avoiding undue disturbance of industry and the slowing down of civilian work to a degree not called for by the present situation. He suggested a small planning committee, to be purely advisory, with no power save to have access to all information bearing upon the war program, whose sole function would be to make a continuing comprehensive survey and formulate, from time to time, definite recommendations for action. It was the sense of the discussion that such a committee, preferably three in number, should be appointed, to report either to the President, the Council of National Defense, or the War Industries Board. It was voted that the Chairman report such a recommendation to the President.

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The Director stated that the plans for the organization of an information bureau under the Council, heretofore authorized, were well under way, but that the Committee on Public Information felt that this should be carried out under their jurisdiction.

The Director was requested to discontinue his efforts in that direction and to turn the matter over to Mr. Creel, giving him such assistance as he could in organizing the work.

The Director brought up the question of office space, stating that the Council offices were at present overcrowded, and that with the proposed expansion of the War Industries Board considerable additional space would be required. Secretary Baker stated his understanding to be that one-third of the new ordnance building at Eighteenth Street and Virginia Avenue had been definitely set apart for the uses of the Council, and requested the Director to take the matter up with Assistant Secretary Crowell.

The Director read for the information of the Council extract from a letter, of date January 15, 1918, from Sir Stevenson Kent, concerning labor matters.

The Director presented the following resolution adopted by the Committee on Industrial Medicine and Surgery of the General Medical Board of the Council of National Defense:

Resolved, That there be created an Advisory Committee on Industrial Hygiene, which shall be made up of a representative from the Public Health Service, acting as Chairman; a representative from the following Federal agencies: Department of Agriculture, Department of the Interior, Department of Commerce, Department of Labor; and a representative from each of the following: Organized Industry, Organized Labor, Organized Medicine, and Organized Industrial Medicine.

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It was voted that the foregoing recommendation be approved.

The Director presented the following resolution adopted January 22, 1918, by the Executive Committee of the General Medical Board of the Council of National Defense:

Whereas there are many physicians registered in the United States who are ineligible for membership in the Medical Officers' Reserve Corps on account of physical disability, over age, essential public or institutional needs; and

Whereas many of the physicians above mentioned have repeatedly volunteered their services to the Government to serve in any capacity to which they might be assigned; and

Whereas it is impossible for the Government to accept their services on account of the lack of authority; and

Whereas in view of the need for the services of these physicians in civil and military places, it is considered desirable by the medical profession of the country, and the General Medical Board of the Council of National Defense, including the Surgeons General of the Army, Navy, and Public Health Service, that some use be made of the services so offered: Therefore be it

Resolved, That the Council of National Defense authorize the Medical Section of the Council of National Defense to organize a Volunteer Medical Service Corps to include in its membership those physicians ineligible for membership in the Medical Officers' Reserve Corps on account of physical disability, over age, essential public or institutional needs, and women physicians, for the purpose of making available the services of such physicians in any way deemed advisable by the Surgeon General of the Army, the Surgeon General of the Navy, the Surgeon General of the Public Health Service, or the Council of National Defense; and be it further

Resolved, That an appropriate insignia be authorized to be worn by the members of the Volunteer Medical Service Corps, the form of such insignia to be designed by the Medical Section of the Council of National Defense.

It was voted that the foregoing recommendation be approved.

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The Director presented a letter of date January 8, 1918, from Commissioner Martin making certain recommendations in connection with the control of venereal diseases approved by the Committee on Venereal Diseases of the Medical Section of the Council of

National Defense. After discussion, which developed objectionable features in connection with the publicity involved in a program of this kind, it was voted that the foregoing recommendations be held in abeyance pending consideration of other methods of dealing with the matter.

The Director referred to a letter of date January 3, 1918, from Mr. R. G. Rhett, President of the United States Chamber of Commerce, requesting an expression from the Council of National Defense concerning pending legislation for Daylight Saving. After discussion, it was voted that the Council of National Defense place itself on record as indorsing the principle of Daylight Saving.

Thereupon, at 6:10 o'clock p. m., the meeting adjourned.

Attest:

W. S. GIFFORD, *Director.*

NOTE.—There having been no quorum present at this meeting, the proceedings recorded in the minutes above were subsequently ratified by the Council at its meeting of February 14, 1918.

449 Minutes of Joint Meeting of the Council of National Defense and the Advisory Commission, February 4, 1918

There was held the regular joint meeting of the Council of National Defense and the Advisory Committee on February 4, 1918, at 4:30 o'clock p. m., at the office of the Secretary of War. There were present Chairman Baker, Secretary Daniels, Secretary Lane, Secretary Houston, Secretary Wilson, Commissioners Baruch, Coffin, Godfrey, Gompers, Martin, Rosenwald, and the Director.

Dr. Martin, as acting chairman of the Commission, stated that the Commission had discussed at some length the status of the Commission and its functions under changed conditions resulting from the reorganization of the War Department and the transfer of duties from the Commission to the several executive departments. He stated that the Commission had at this time no definite recommendations to offer, but that it was their desire frankly to discuss the matter with the Council in the interest of a fuller understanding, and to that end he suggested that each member of the Commission state briefly his own thoughts on the subject.

Thereupon Commissioner Gompers spoke concerning the status of his various committees, and emphasized the seriousness of certain policies and actions in their influence upon the general labor situation.

Commissioner Rosenwald discussed his duties as a member of the Commission and suggested various ways in which valuable service might be given, referring to the work done by his committee in bringing to the attention of the Secretary of War and causing
450 cancelation of proposed orders for excessive quantities of material and supplies. It was thought desirable to continue the discussion at a subsequent meeting in order to develop fully the status and functions of the Council of National Defense and the Advisory Commission under changed conditions, and a joint meeting was therefore called for Thursday, February 7, 1918, at 9:30 o'clock a. m.

Thereupon, at 6:00 o'clock p. m., the meeting adjourned.

Attest:

W. S. GIFFORD, *Director.*

451 Minutes of Joint Meeting of the Council of National Defense and the Advisory Commission, February 7, 1918

There was held a special meeting of the Council of National Defense and the Advisory Commission on February 7, 1918, at 9:30 o'clock a. m., at the office of the Secretary of War. There were present Chairman Baker, Secretary Daniels, and Secretary Wilson; Commissioners Baruch, Coffin, Gompers, Martin, and Rosenwald, and the Director.

The discussion of the status and functions of the Commission under changed conditions of reorganization was continued. Commissioner Martin read an outline containing his suggestions, and also read the following summary of the more important activities of the Medical Section of the Council of National Defense:

1. January 6, 1917: Conference of deans of medical schools resulting in establishment of military training as part of the curriculum of medical schools.
2. March 3, 1917: Organization of State Committees of Medical Section. Organization of County Committees of Medical Section.
3. March 17, 1917: Inventory to 1,700 hospitals requesting information as to qualifications and availability for military service of members of their staffs; size of institution; equipment; location with reference to railroad terminals; and other data of importance.
4. April 9, 1917: Appointment of General Medical Board and appointment of the following committees of General Medical Board:
Committee on Legislation, Dr. Victor C. Vaughan, Chairman.
Committee on Hygiene and Sanitation, General Rupert Blue, Chairman.
Committee on State Activities, Dr. Edward Martin, Chairman.
Committee on Medical Schools, Dr. Joseph M. Flint, Chairman.
Committee on Publicity, Dr. George H. Simmons, Chairman.
452 Committee on Research, Dr. Victor C. Vaughan, Chairman. (Later taken over by the Surgeon General's office.)
Committee on Hospitals, Dr. Winford Smith, Chairman. (Later taken over by the Surgeon General's office.)
Committee on Venereal Diseases, Dr. W. F. Snow, Chairman. (Later taken over by the Surgeon General's office.)
Committee on Surgery, Dr. C. H. Mayo, Chairman. (Later taken over by the Surgeon General's office.)
5. April 22, 1917: Appointment of Committee on Dentistry, Dr. W. H. G. Logan, Chairman. (Later taken over by the Surgeon General's office.)
6. April 28, 1917: Conference of deans of medical schools resulting in recommendation of exempting medical students from the draft.
7. April 1917: Recommended to Surgeon General's office that ten base hospitals with personnel for 1,000 beds each and 2,200 ambulances be sent to France and attached to the French and British forces.
8. May 12, 1917: Appointment of Committee on Ophthalmology, Dr. James Bordley, Jr., Chairman. (Later taken over by the Surgeon General's office.)
9. June 11, 1917: Appointment of a committee to investigate plans for cantonments and location of camp sites.
10. June 13, 1917: Recommendation to Secretary of War that regulation be made that the selection of camp sites and all plans for the construction, repair, and location of buildings, water supply, drainage, sewage disposal, and other matters relating to sanitation and hygiene be submitted to the Surgeon General or his representative for his approval before work is begun.
11. June 24, 1917: Appointment of Editorial Committee to supervise publication of a series of manuals for medical officers to be known as "American Medical Military Manuals." A number of these manuals have already been prepared and distributed and others are in process of completion.

Appointment of Committee on Nursing. This committee has a survey of the nursing facilities of the country and is cooperating with the Nursing Departments of the Army, Navy, and Red Cross.

Appointment of Committee on Reconstruction of Maimed and Crippled.

Appointment of Committee of Women Physicians, Dr. Rosalie Slaughter Morton, Chairman.

12. June 25, 1917: Appointment of Committee on Diseases of Ear, Nose, and Throat, Dr. Charles W. Richardson, Chairman. (Later taken over by
453 the Surgeon General's office.)

13. July 9, 1917: Appointment of Committee on Head Surgery, Dr. V. P. Blair, Chairman. (Later taken over by the Surgeon General's Office.)

14. October 11, 1917: Conference of Industrial Surgeons.

15. October 21, 1917: Conference called at the suggestion of Provost Marshal General Crowder for the purpose of selecting medical men to act as Governor's aids in organizing Medical Examining Boards for drafted men.

Appointment of Committee on Medical Advisory Boards.

Conference of medical aides appointed by Committee on Advisory Boards called for the purpose of receiving instructions with reference to their duties from the Provost Marshal General.

16. October 1917: Through the State and County Committees of the Medical Section of the Council of National Defense, Medical Journals, Medical Societies, and other agencies, 21,000 civilian doctors have been enrolled in the Medical Officers' Reserve Corps and 5,000 dentists in the Dental Reserve Corps of the Army; 1,000 have been added to the Medical Corps of the Navy. The qualifications of the 21,000 doctors in the Reserve Corps of the Army have been tabulated on code cards, one set retained in the offices of the Council and two sets furnished the Surgeon General's office, one of which has been sent to France.

17. December 13, 1917: After a number of conferences held on various occasions since the appointment of the Committee on Reconstruction on June 24th, a recommendation was made to the Secretary of War for the appointment of a committee to supervise the reconstruction of crippled soldiers. Plan disapproved. Later conferences with members of the Surgeon General's office resulted in drafting a bill for presentation to Congress.

18. January 13, 1918: Appointment of Committee on a Volunteer Medical Service Corps with instructions to submit a plan for enrolling medical men who are unfit for active military service into an organization which will render semimilitary and civil service.

19. January 28, 1918: Conference on medical care and sanitation of men in industry. Recommendation of appointment of committee to coordinate the various agencies interested in the health and welfare of industrial workers forwarded to the Council of National Defense. Plan approved by Council.

20. During the past year many conferences of experts on drugs, instruments, and supplies have been called for the purpose of making definite recom-
454 mendations. Conferences of manufacturers have been called, resulting in a standardization of medical and surgical instruments. Catalogues listing the standardized instruments and supplies have been prepared for the Surgeon General's Office. These catalogues are in constant use in this country and abroad by the Medical Departments of the Army and Navy.

21. The various committees have been working constantly on definitely planned programs and have been of invaluable assistance to the various governmental departments with which they have been associated.

Thereupon Mr. Coffin stated his views, suggesting that the Council of National Defense and the Advisory Commission be so strengthened, by legislative enactment if necessary, as to constitute an effective War Council.

Mr. Gompers spoke at length concerning the status of his committee and matters related to the general labor situation. Mr. Rosenwald and Mr. Baruch also expressed their views.

Secretary Baker then stated that the Council felt that there was still a large field of usefulness both for the Commission as an advisory body in connection with the general war program and for the individual members of the Commission in their continued cooperation with the Government departments along the lines of their respective

activities heretofore, and stated that it was the sincere desire of the Council that the Commission continue as an advisory body.

Thereupon, at 6:00 o'clock p. m., the meeting adjourned.

Attest:

W. S. GIFFORD, *Director.*

NOTE.—There having been no quorum present at this meeting, the proceedings recorded in the minutes above were subsequently ratified by the Council at its meeting of February 14, 1918.

455 Minutes of Meeting of the Council of National Defense, February 14, 1918

There was held a special meeting of the Council of National Defense on February 14, 1918, at 4:30 o'clock p. m., at the office of the Secretary of War. There were present Chairman Baker, Secretary Daniels, Secretary Houston, Secretary Wilson, and the Director.

The Director read a suggested program for the organization of the colored people of the southern states for cooperation with the State Councils of Defense. It was agreed that the program should be brought to the attention of the State Councils of the several southern states as a suggested plan of obtaining the larger cooperation of the colored people, and that the opinion of these State Councils should be asked as to its wisdom, both in general and in the light of local conditions.

The Director read a report, of date February 13, 1918, outlining the activities of the Highways Transport Committee. As to the army truck routes now being laid out by the committee, it was thought that this should be done by the Quartermaster Department. The Director was accordingly requested so to advise the Highways Transport Committee, directing that any route they are now in process of laying out be completed, but that thereafter all activities of laying out routes be carried on by the Quartermaster Department.

With reference to that part of the foregoing report concerning the development of rural express lines, the Director was requested to ascertain the attitude of the Post Office Department thereon.

456 There followed a discussion of the present status of the Highways Transport Committee, in view of its creation as an auxiliary to the Transportation Committee under Mr. Willard, and the subsequent establishment of the administration of the transportation lines under the Director General of Railways. The Director was requested to communicate with the Director General of Railways, explaining to him the circumstances surrounding the creation of this committee and the work it is now doing, and ascertain if he wishes the cooperation of such a committee.

The Director introduced a bill presented by Mr. Philip Hiss, Chairman of the Section on Housing of the Committee on Labor of the Advisory Commission, for $4,185 to cover expenses in connection with his investigation into housing conditions throughout the country from May 3, 1917, to January 6, 1918; also the salary of Miss Harlean James, executive secretary of that committee from July 1, 1917, to January 6, 1918. It was agreed that there was no legal way in which this bill could be paid, under the ruling of the Treasury Department that all expenses must be duly authorized in advance.

The Director referred to the suggestion made that the people be requested to refrain from wearing mourning during the war, and that Congress be requested to authorize a gold star to be given the next of kin of all those who lose their lives in the conflict. It was agreed that it would be unwise to take any action on this subject until public sentiment had further developed.

The Director brought up the suggestion of the State Councils Section that the Council of National Defense ask the State Councils of Defense to organize home guards in the several States. It
457 was agreed that such organizations should be created by legislative enactment rather than on a voluntary basis, and that inasmuch as the Secretary of War had already requested such action of the governors of the states, the Council of National Defense should take no action.

The Director read a telegram, of date February 13, 1918, from the American Defense Society, recommending action by the Council of National Defense to suppress meetings of alleged disloyal persons scheduled to take place in New York on February 16 and 17. The Director was requested to advise that this being a matter entirely within the jurisdiction of the Department of Justice, it had been referred to that department for attention.

The Director referred to a resolution passed by the Interdepartmental Ammonia Committee recommending that each department represented thereon be requested to authorize the expenditure of not exceeding $1,000 from the funds of that department to defray the expenses of the committee. It was agreed that the Council had no legal authority to expend funds for the purposes of the committee.

Formal ratification was voted of the minutes of the meetings of January 4, January 23, January 31, and February 7, 1918, there having been no quorum present at those meetings.

The Director referred to a suggestion that the Council indorse a bill (Senate 2696) to establish rural colonies for the maintenance of returning soldiers and their dependent families. It was agreed that there was no action the Council should take at this time.

The director referred to a letter, of date February 7, 1918, from Hon. E. Y. Webb, Member of Congress, concerning the de-
458 sirability of closing the stores two half days during the week to allow merchants to cultivate their gardens. No action was taken.

Secretary Baker referred to the recommendations of the Women's Committee concerning the establishment of women patrols in the vicinity of training camps. It was decided to defer action.

Thereupon, at 5:45 o'clock p. m., the meeting adjourned.

Attest:

W. S. GIFFORD, *Director.*

459 Minutes of Meeting of the Council of National Defense, February 21, 1918

There was held a special meeting of the Council of National Defense on February 21, 1918, at 4:30 o'clock p. m., at the office of the Secretary of War. There were present Chairman Baker, Secretary Daniels, Secretary Houston, Secretary Redfield, Secretary Wilson, and the Director.

Judge Lovett was present and discussed the work of the War Industries Board and the difficulties confronting it. He stated that there was a tendency on the part of the Fuel Administration, War Trade Board, and other departments to take independent action with reference to matters which, while properly under the jurisdiction of those particular departments, yet so closely involved the work of the War Industries Board as well as other departments of the Government, that concerted action and coordination were of the utmost importance. He pointed out that under existing conditions it was exceedingly difficult to hold together an efficient organization, and strongly urged the immediate appointment of a chairman, and that the powers and functions of the War Industries Board be redefined in clear and unmistakable terms.

It was agreed that Chairman Baker should at once take the matter to the President with the recommendation of the Council that contemporaneously with the appointment of a chairman as soon as practicable, there be formulated a restatement of the functions of the War Industries Board, placing full power in its chairman, particularly with reference to (1) questions of priority, (2) new sources of supply, (3) conversion of industry, (4) commercial economy and conserva-
tion, (5) allied purchasing, and (6) advice on prices; and
460 that the relations between the War Industries Board and the various departments of the Government be clearly understood and observed by all concerned. It was further agreed to discuss with Dr. Garfield at the next Joint Conference the specific difficulty cited by Judge Lovett, i. e., the contemplated plan of the Fuel Administration to distribute coal among war industries through a program and organization of their own without reference to the War Industries Board, and the serious results that might be expected.

The Director read a letter dated February 20, 1918, from Mr. F. S. Peabody, chairman of the Committee on Coal Production, tendering the resignation of that committee. It was decided to discuss the matter with Dr. Garfield at the next Joint Conference.

The Director read a letter of date February 21, 1918, from Mr. Howard E. Coffin, detailing the work of the Aircraft Board, the progress made, and the difficulties encountered, together with his recommendations. The Director was requested to obtain from Mr. Coffin the names of several men acceptable to him, one of whom might be chosen to fill the civilian vacancy on the Aircraft Board.

The Director presented a letter for the signature of the Chairman, dissolving the Committee on Inland Water Transportation, which was approved.

The Director brought to the attention of the meeting a letter of date February 13, 1918, from the National Board of Fire Underwriters protesting against suggested legislation pertaining to insurance and fire protection in Government establishments, including private plans engaged on Government contracts, which would prohibit entrance to such Government establishments for purposes of
inspection by representatives of private insurance companies
461 and fire underwriters. No action was taken.

Thereupon, at 6:00 o'clock p. m., the meeting adjourned.

Attest:

W. S. GIFFORD, *Director.*

462 Minutes of Meeting of the Council of National Defense, February 25, 1918

There was held a special meeting of the Council of National Defense coincident with the regular Joint Weekly Conference on February 26, 1918, at 4:30 o'clock p. m., at the office of the Secretary of War. There were present Chairman Baker, Secretary Daniels, Secretary Redfield, Secretary Wilson, and the Director.

Assistant Secretary of the Navy Roosevelt presented a report of a committee regarding rehabilitation and restoration to industry of persons disabled in the military and naval service of the United States. After discussion of several tentative plans and bills, it was agreed that the scope of the work should not extend to all disabled in industry, but should be limited to disabled soldiers and sailors. It was further agreed that it would be unwise to create a new board, but that the work should be conducted by the Federal Board for Vocational Education, the Surgeons General of the Army and the Navy to have supervision of the men up to the time of their discharge, but the Vocational Board to initiate processes of vocational selection, etc., during the period of physical rehabilitation under the direction of the military. As the Treasury Department had already drafted a bill designed to place this work in the hands of that Department, it was voted that Chairman Baker should bring the subject up at the next Cabinet meeting, stating the conclusions of the Council in the matter.

The Director presented a letter, dated February 20, 1918, from Mr. F. S. Peabody, Chairman of the Committee on Coal Production, placing in the hands of the Council the resignation of himself and his committee, as previously set forth in the Council
463 minutes of February 21, 1918. Dr. Garfield, who was present, stated he thought it best that the resignation be accepted. Thereupon the Council voted to accept the resignation of the Committee, and approved an appropriate letter to Mr. Peabody, dated February 25, 1918, which had been drafted by the Director for the signature of the Chairman of the Council.

The Director referred to a letter from Mr. William Mather Lewis, Executive Secretary of the National Committee of Patriotic and Defense Societies, Washington, D. C., suggesting that April 6, the anniversary of our entrance into the war, be celebrated throughout the country as a "Win the War Day." It was voted that the Chairman should take the matter up at the next Cabinet meeting, the sense of the Council being in favor of the suggestion.

The Director stated that Mr. Willard had informed him of his desire to resign from the Advisory Commission; also that there were several others who were in some doubt as to whether or not they should continue as members of the Commission. It was the sense of the meeting that it would be highly undesirable to discontinue the Commission, even if it were legally possible to do so, and that the Commission should, as far as possible, undertake to resume its original functions of being purely advisory.

The Director read a letter, of date February 21, 1918, from the Director General of Railways, expressing the desire of Secretary McAdoo that for the present at least the work of the Highways

Transport Committee should be continued under the Council of National Defense, cooperating as necessary with the Divisions of Traffic and Transportation of the Railroad Administration. The Director was requested to so advice the Chairman of the Highways Transport Committee.

Thereupon, at 6:00 o'clock p. m., the meeting adjourned.

Attest:

W. S. GIFFORD, *Director.*

464 Minutes of Meeting of the Council of National Defense and the Advisory Commission, March 4, 1918

There was held the regular monthly joint meeting of the Council of National Defense and the Advisory Commission on March 4, 1918, at 4:30 o'clock p. m., at the office of the Secretary of the Navy. There were present Secretary Daniels (presiding), Secretary Lane, Secretary Redfield, and Secretary Wilson; Commissioners Gompers, Godfrey, Martin, Rosenwald, and Willard, and the Director.

It was announced that Mr. Willard had been elected to succeed himself as Chairman of the Advisory Commission for the ensuing year. Mr. Willard stated that his responsibilities as President of the Baltimore & Ohio Railroad Company were such that he had felt obliged to decline further service in that capacity, but that he had finally yielded to the wishes of the other members of the Commission, having been assured that any change in the personnel or organization of the Commission at present would be most unfortunate, and that he accepted the office, at least temporarily, only with the clear understanding that his other duties should at all times come first. Thereupon a unanimous vote was taken by the Council endorsing the action of the Advisory Commission in reelecting Mr. Willard its Chairman.

Commissioner Gompers referred to his previous announcement of the coming to this country of a party of British labor leaders (as set forth in the Council minutes of Jan. 7, 1918), and stated that they were now in the U. S. and would shortly visit Washington. The Director was requested to communicate with them officially, inviting them to appear at a joint session of the Council and Commission.
465 Secretary Wilson explained the difficulties encountered in the settlement of the street car strike in Minneapolis and St. Paul, Minnesota, and stated that the mediators now engaged in the arbitration had advised him that an expression from the Council would be helpful. The Director was instructed to send to the Minnesota State Public Safety Commission the following telegram suggested by Secretary Wilson:

> Because of the Federal interests involved, the Council of National Defense requested the President's Mediation Commission to make an informal investigation of the street car strike in the Twin Cities and the threatened sympathetic strike connected with it. The Commission reported to the Council under date of February fourteenth with a number of recommendations. The Council of National Defense is strongly convinced that the policy outlined in the recommendations is essential to the promotion of national defense.

Thereupon, at 6:00 o'clock p. m., the meeting adjourned.

Attest:

W. S. GIFFORD, *Director.*

466 Minutes of Meeting of the Council of National Defense, March 14, 1918

There was held a special meeting of the Council of National Defense on March 14, 1918, at 5:30 o'clock p. m., at the office of the Secretary of the Navy. There were present Secretary Daniels (presiding); Secretary Redfield; and the Director.

The Director stated that if the War Industries Board was to continue under the Council the appropriation would be inadequate, and added that he had urged Mr. Baruch to ask the President to grant $200,000 out of his emergency appropriation to meet the deficiency in the event the War Industries Board remained a part of the Council organization. It was agreed that Secretary Daniels should discuss with the President the status of the War Industries Board and its relation to the Council.

The Director referred to the suggestion made through Congressman Wasson, of New Hampshire, that the Council of National Defense request the Governor to suspend temporarily the fifty-four-hour law in New Hampshire to permit factories to continue work on a Saturday afternoon, to be known as "War Savings Stamp Day", the operatives to be paid for the additional work with War Savings Stamps. It was the sense of the meeting that this should not be done. However, the Secretary of Labor being absent, the Director was requested to take the matter up with him.

The Director read resolutions adopted by representatives of motor-truck manufacturers of the United States offering their services and cooperation in meeting the transportation needs of the country,
467 and appealing to the Council of National Defense to use its influence with the authorities of the various States to induce them to refrain from passing or enforcing any unreasonable legislation that would interfere with freighting by highway during the war. Secretary Redfield stated he wished to record his emphatic approval of the full development and use of the highways of the country as a transportation auxiliary, and to disclaim responsibility for further delay in the matter. He moved, and it was so voted, that the following resolution be adopted:

Resolved, That the Council of National Defense approves the widest possible use of the motor truck as a transportation agency, and requests the State Councils of Defense and other State authorities to take all necessary steps to facilitate such means of transportation, removing any regulations that tend to restrict and discourage such use.

Thereupon, at 6:00 o'clock p. m., the meeting adjourned.

Attest:

W. S. Gifford, *Director*.

468 Minutes of Meeting of the Council of National Defense, March 25, 1918

There was held, coincident with the regular Joint Weekly Conference, a special meeting of the Council of National Defense on March 25, 1918, at 4:30 o'clock p. m., at the office of the Secretary of the Navy. There were present Secretary Daniels (acting Chairman), Secretary Lane, Secretary Redfield, Secretary Wilson, and the Director.

Secretary Daniels read a communication from the President, together with a letter from Mr. Royal Meeker, enclosed therewith, relative to functional and vocational rehabilitation of wounded soldiers and sailors. It was agreed that the acting Chairman should advise the President that the Council held the view that the functional and vocational rehabilitation of wounded soldiers and sailors is properly a war measure, but that the rehabilitation of industrial cripples is not. The Council does not question the desirability of rehabilitation of industrial cripples, but feels that for the present it would be most wise to confine the scope to wounded soldiers and sailors with the thought that a strong and effective organization created to take care of war cripples could and probably would, when the war is over, be continued by Congress for the rehabilitation of industrial cripples.

Secretary Redfield stated that the Federal Board for Vocational Education has severed connections with the Committee on Education and Training of the War Dept. Mr. Monroe, of the Vocational Board, having felt obliged to withdraw from the War Department Committee. The Vocational Board has already spent several hundred thousand dollars in establishing schools for training young men of draft age. Some fifteen or twenty thousand were so trained, but when the men went into the Army the certificates of training issued by the Vocational Board were ignored. The Vocational Board demanded an agreement that if the Board establishes school for
469 the training of men for work in the Army the War Department will not duplicate such schools. The Committee on Education and Training of the War Dept. has stated that their orders prevent them from making such an agreement, and the statement, approved by both the Board and the War Department Committee, is about to be issued to schools, etc., to the effect that an agreement cannot be reached and that the two bodies will act separately.

It was voted that the acting Chairman should bring the matter to the attention of the Acting Secretary of War and suggest to him that he confer with Secretaries Redfield and Wilson in regard to the matter.

The Director asked as to the desirability of the Council of National Defense holding a meeting with the Governors and representatives of State Councils who are to be present at the Americanization Conference called by Secretary Lane on April 3rd. It was voted that a special meeting be held at 10 A. M. on April 4th at the office of the Secretary of the Navy, and the Director was requested to wire the Governors and State Council representatives who have been invited by Secretary Lane to attend his conference, asking them to be present on the following day to discuss State Council matters with the Council of National Defense.

Thereupon, at 6:30 o'clock p. m., the meeting adjourned.

Attest:

W. S. Gifford, *Director*.

470 Minutes of Meeting of the Council of National Defense, April 1, 1918

There was held a special meeting of the Council of National Defense on Monday, April 1, 1918, at 3:30 o'clock p. m., at the office of the Secretary of the Navy. There were present Secretary Daniels

(presiding), Secretary Houston, Secretary Redfield, and the Director.

The Director referred to a letter dated March 8, 1918, from the Commissioner of Labor of the State of Kansas, requesting the opinion of the Council on the proposed suspension of the Sunday Labor Law in Kansas to facilitate the construction of oil refineries and flour mills. The Director having stated that the Fuel and Food Administrations advised that Sunday work was unnecessary in connection with such work, it was voted that for this reason the Council did not feel warranted in approving the requested suspension.

The Director referred to a proposed bulletin to the State Councils of Defense concerning the arousing of loyalty and the suppression of sedition, prepared in collaboration with the Department of Justice and the Legal Division of the General Staff of the War Department. It was the sense of the meeting that this proposed bulletin was unnecessary and unwise, and that in specific localities in which it was thought desirable, Federal agents in such localities should request the cooperation of the State Councils of Defense. The Director was requested to communicate with the Attorney General accordingly.

The Director referred to a letter dated March 9, 1918, from Howard H. Russell, of the Anti-Saloon League of America, Westerville, Ohio, addressed to Hon. W. J. Bryan, suggesting that orphans needing food and care be brought to the United States in empty returning boats, to be cared for here. The Director was instructed to refer the matter to the Red Cross.

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The Director referred to a memorandum signed by Mr. Gompers and others, urging the support of the Council for a bill introduced in Congress, providing for the establishment of factories in Federal prisons, including Army and Navy prisons, under the supervision of the Attorney General, the Secretary of War, and the Secretary of the Navy, respectively. The matter was referred to the acting Chairman to take up with the Attorney General at the next Cabinet meeting.

The Director referred to a memorandum from the Bureau of Naturalization, of the Department of Labor, urging the support of the Council for a bill introduced in Congress providing, among other matters relating to naturalization, for the immediate naturalization of aliens already drafted into our army. The matter was referred to the acting Chairman to take up with the Secretary of Labor at the next Cabinet meeting, it being the sense of the meeting that the Council should endorse the principles of the bill to the Secretary of Labor if he (the Secretary) desired such endorsement.

A discussion was had of the proposed bill for vocational rehabilitation of disabled soldiers and sailors. Upon motion of Secretary Houston, it was voted to be the sense of the meeting that the physical rehabilitation of disabled soldiers and sailors, including prevocational training, should be under the jurisdiction of the War and Navy Departments, and that the vocational training thereof be under the Federal Board for Vocational Education; also that the Vocational Boards of the Army and Navy should cooperate in advising both as to prevocational and vocational training. The Director was requested so to advise the Director of the Federal Board for Vocational Education, who it was understood would proceed accordingly in the preparation of the bill.

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Secretary Daniels referred to a letter, dated March 16, 1918, from the International Association of Rotary Clubs, offering their cooperation in obtaining employment for honorably discharged soldiers and sailors. Upon motion of Secretary Houston, it was voted that the matter be called to the attention of Secretary Wilson and the Director of the Federal Board for Vocational Education, with the suggestion that the Council is of the opinion that this agency could be most helpful in the work, and that the Director so advise the International Association of Rotary Clubs.

Thereupon, at 6:00 o'clock p. m., the meeting adjourned.

Attest:

W. S. Gifford, *Director.*

473 Minutes of Joint Meeting of the Council of National Defense and the Advisory Commission, April 1, 1918

There was held the regular monthly joint meeting of the Council of National Defense and the Advisory Commission on Monday, April 1, 1918, at 4:30 o'clock p. m., at the office of the Secretary of the Navy. There were present Secretary Daniels (presiding), Secretary Houston, and Secretary Redfield; Commissioners Willard, Gompers, Godfrey, and Martin; and the Director.

Commissioner Willard expressed the concern felt by the members of the Advisory Commission over the delay in the aircraft program, and particularly the general impression in the public mind that the program had fallen down, and suggested the advisability of allaying this apprehension by publishing such of the facts as might be consistent with military policy. The situation was discussed generally, and the suggestion that the facts be published met with approval. Secretary Daniels advised that the special investigation committee was expected to submit an early report, which would be made the basis for prompt and effective action.

Mr. Willard stated that there had again come to the attention of the Advisory Commission serious and apparently unnecessary delay in the handling of vessels in our ports, and recommended that steps be taken to fix definitely the responsibility for such delay and reduce it to a minimum. To that end he stated the Commission had to suggest the following:

1. Medical officer should meet and go aboard the ship, to avoid necessity for stopping at quarantine.
2. Customs officer should meet and go aboard the ship, to avoid stopping at customhouse.
3. Tugs should be ready and waiting to take the ship immediately to her berth.

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4. Cargo should be determined in advance, that ship may be loaded immediately on arrival.
5. Intensive loading and unloading by use of day and night shifts, modern machinery, etc.

The acting Chairman agreed to take up the foregoing matter with General Goethals.

Mr. Willard stated that the Advisory Commission desired to emphasize the necessity for measures to protect the steel and coke supply, which was represented to be insufficient for the needs of the War program, by the curtailment of so-called "nonessential" industries. He referred particularly to the large consumption of these materials in the manufacture of pleasure automobiles and stated that although the manufacturers had agreed to reduce their output for the coming year by thirty percent the commission was advised that this cut was based upon their prospective output, which contemplated an increase of thirty percent over last year. It was agreed that the matter should be referred to the Chairman of the War Industries Board, with the advice that the Council approves the curtailment of the manufacture of pleasure automobiles to any extent necessary in the interest of the war program.

Mr. Willard presented the following report and recommendations of the War Labor Conference Board, representing employers and employees, appointed to aid in the formation of a National labor program for the period of the war.

474a The following report and recommendations are presented by the War Labor Conference Board, representing employers and employees appointed in accordance with the suggestion of Secretary of Labor William B. Wilson to aid in the formation of a National labor program for the period of the war:

WASHINGTON, D. C., *March 29, 1918.*

Honorable WILLIAM B. WILSON,
Secretary of Labor.

SIR: The Commission of representatives of employers and workers, selected in accord with the suggestion of your letter of January 28, 1918, to aid in the formulation, in the present emergency, of a National labor program, present to you as a result of their conferences the following:

(a) That there be created, for the period of the war, a National War Labor Board of the same number and to be selected in the same manner and by the same agencies as the commission making this recommendation.

(b) That the functions and powers of the National Board shall be as follows:

1. To bring about a settlement, by mediation and conciliation, of every controversy arising between employers and workers in the field of production necessary for the effective conduct of the war.

2. To do the same thing in similar controversies in other fields of national activity, delays, and obstructions in which may, in the opinion of the National Board, affect detrimentally such production.

3. To provide such machinery, by direct appointment or otherwise, for selection of committees or Boards to sit in various parts of the country where controversies arise to secure settlement by local mediation and conciliation.

4. To summon the parties to the controversy for hearing and action by the National Board in case of failure to secure settlement by local mediation and conciliation.

(c) If the sincere and determined effort of the National Board shall fail to bring about a voluntary settlement and the members of the Board shall be unable unanimously to agree upon a decision, then and in that case, and only as a last resort, an umpire, appointed in the manner provided in the next paragraph, shall hear and finally decide the controversy under simple rules of procedure prescribed by the National Board.

(d) The members of the National Board shall choose the umpire by unanimous vote. Failing such choice, the name of the umpire shall be drawn by lot from a list of ten suitable and disinterested persons to be nominated for the purpose by the President of the United States.

474b (e) The National Board shall hold its regular meetings in the city of Washington, with power to meet at any other place convenient for the Board and the occasion.

(f) The National Board may alter its methods and practice in settlement of controversies hereunder from time to time as experience may suggest.

(g) The National Board shall refuse to take cognizance of a controversy between employer and workers in any field of industrial or other activity where there is by agreement or Federal law a means of settlement which has not been invoked.

(h) The place of each member of the National Board unavoidably detained from attending one or more of its sessions may be filled by a substitute to be named by such member as his regular substitute. The substitute shall have the same representative character as his principal.

(i) The National Board shall have power to appoint a Secretary and to create such other clerical organization under it as may be, in its judgment, necessary for the discharge of its duties.

(j) The National Board may apply to the Secretary of Labor for authority to use the machinery of the Department in its work of conciliation and mediation.

(k) The action of the National Board may be invoked in respect to controversies within its jurisdiction by the Secretary of Labor or by either side in a controversy, or its duly authorized representative. The Board, after summary consideration, may refuse further hearing if the case is not of such character or importance to justify it.

(l) In the appointment of committees of its own members to act for the Board in general or local matters, and in the creation of local committees, the employers and the workers shall be equally represented.

(m) The representatives of the public in the Board shall preside alternately at successive sessions of the Board, or as agreed upon.

(n) The Board in its mediating and conciliatory action, and the umpire in his consideration of a controversy, shall be governed by the following principles:

474c PRINCIPLES AND POLICIES TO GOVERN RELATIONS BETWEEN WORKERS AND EMPLOYEES IN WAR INDUSTRIES FOR THE DURATION OF THE WAR

THERE SHOULD BE NO STRIKES OR LOCKOUTS DURING THE WAR

Right to organize.—1. The right of workers to organize in trade unions and to bargain collectively through chosen representatives is recognized and affirmed. This right shall not be denied, abridged, or interfered with by the employers in any manner whatsoever.

2. The right of employers to organize in associations of groups and to bargain collectively through chosen representatives is recognized and affirmed. This right shall not be denied, abridged, or interfered with by the workers in any manner whatsoever.

3. Employers should not discharge workers for membership in trade unions nor for legitimate trade-union activities.

4. The workers, in the exercise of their right to organize, shall not use coercive measures of any kind to induce persons to join their organizations nor to induce employers to bargain or deal therewith.

Existing conditions.—1. In establishments where the union shop exists the same shall continue, and the union standards as to wages, hours of labor, and other conditions of employment shall be maintained.

2. In establishments where union and nonunion men and women now work together and the employer meets only with employees or representatives engaged in said establishments, the continuance of such condition shall not be deemed a grievance. This declaration, however, is not intended in any manner to deny the right or discourage the practice of the formation of labor unions, or the joining of the same by the workers in said establishments, as guaranteed in the last paragraph, nor to prevent the War Labor Board from urging, or any umpire from granting, under the machinery herein provided, improvement of their situation in the matter of wages, hours of labor, or other conditions as shall be found desirable from time to time.

474d 3. Established safeguards and regulations for the protection of the health and safety of workers shall not be relaxed.

Women in industry.—If it shall become necessary to employ women on work ordinarily performed by men, they must be allowed equal pay for equal work and must not be allotted tasks disproportionate to their strength.

Hours of labor.—The basic eight-hour day is recognized as applying in all cases in which existing law requires it. In all other cases the question of hours of labor shall be settled with due regard to governmental necessities and the welfare, health, and proper comfort of the workers.

Maximum production.—The maximum production of all war industries should be maintained; and methods of work and operation on the part of employers or workers which operate to delay or limit production, or which have a tendency to artificially increase the cost thereof, should be discouraged.

Mobilization of labor.—For the purpose of mobilizing the labor supply with a view to its rapid and effective distribution, a permanent list of the number of skilled and other workers available in different parts of the nation shall be kept on file by the Department of Labor, the information to be constantly furnished: (1) By the trade unions. (2) By state employment bureaus and federal agencies of like character. (3) By the managers and operators of industrial establishments throughout the country. These agencies should be given opportunity to aid in the distribution of labor as necessity demands.

Custom of localities.—In fixing wages, hours, and conditions of labor, regard should always be had to the labor standards, wage scales, and other conditions prevailing in the localities affected.

474e *The living wage.*—1. The right of all workers, including common laborers, to a living wage is hereby declared.

2. In fixing wages, minimum rates of pay shall be established which will insure the subsistence of the worker and his family in health and reasonable comfort.

(Signed) LOYALL A. OSBORNE.
L. F. LOREE.
W. H. VANDERVOORT.
C. E. MICHAEL.
B. L. WORDEN.
WM. H. TAFT.
FRANK J. HAYES.
WM. L. HUTCHESON.
THOMAS J. SAVAGE.
VICTOR A. OLANDER.
T. A. RICKERT.
FRANK P. WALSH.

474f STATEMENT OF EX-PRESIDENT WILLIAM H. TAFT, REPRESENTING THE PUBLIC

I am profoundly gratified that the conference appointed under the direction of Secretary Wilson has reached an agreement upon the plan for a National Labor Board to maintain maximum production by settling obstructive controversies between employers and workers. It certainly is not too much to say that it was due to the self-restraint, tact, and earnest patriotic desire of the representatives of the employers and the workers to reach a conclusion. I can say this with due modesty, because I was not one of such representatives. Mr. Walsh and I were selected as representatives of the public. Personally it was one of the pleasant experiences of my life. It brought me into contact with leaders of industry and leaders of Labor, and my experience gives me a very high respect for both. I am personally indebted to all of the Board, but especially to Mr. Walsh, with whom as the only other lawyer on the Board, it was necessary for me to confer frequently in the framing of the points which step by step the conference agreed to. Of course, the next question is, "Will our plan work?" I hope and think it will, if administered in the spirit in which it was formulated and agreed upon.

474g STATEMENT OF FRANK P. WALSH, REPRESENTING THE PUBLIC

The plan submitted represents the best thought of capital and labor as to what the policy of our Government with respect to industrial relations during the war ought to be. Representing capital were five of the largest employers in the nation, but one of whom had ever dealt with trade unions, advised and counseled by Ex-President Taft, one of the world's proven great administrators and of the very highest American type of manhood. The representatives of the unions upon the Board were the national officers of unions engaged in war production and numbering in their ranks considerably over one million men and women.

The principles declared might be called an industrial chart for the Government securing to the employer maximum production, and to the worker the strongest guaranty of his right to organization and the healthy growth of the principles of democracy as applied to industry, as well as the highest protection of his economic welfare while the war for human liberty everywhere is being waged. If the plan is adopted by the Government, I am satisfied that there will be a ready and hearty acquiescence therein by the employers and workers of the country, so that the volume of production may flow with the maximum of fruitfulness and speed. This is absolutely essential to an early victory. The industrial army, both planners and workers, which are but other names for employers and employees, is second only in importance and necessity to our forces in the theater of war. Their loyal cooperation and enthusiastic effort will win the war.

475 Mr. Willard stated that at the instance of Mr. Gompers the foregoing report was brought to the Council by the Advisory Commission with the recommendation that the President be requested to make some public announcement endorsing the principles outlined and urging their acceptance generally. Mr. Gompers also spoke briefly to this effect. It was voted that the acting Chairman communicate the foregoing recommendation to the Secretary of Labor and discuss with him the question of taking it to the President, it being the view of those members of the Council present at the meeting that the President should be requested to take appropriate official action.

Commissioner Martin referred to a project for the establishment of an institution in France to provide a clearing house for medicine and allied subjects, to be financed from private sources, the site for which in Paris had been offered by the French Government. Dr. Martin stated he had been asked to take the Chairmanship of a group of medical men to organize the project, and requested the approval of the Council in obtaining for consideration at a later meeting full details of the proposed plan. It was so voted.

Thereupon, at 6:00 o'clock p. m., the meeting adjourned.

Attest:

W. S. GIFFORD, *Director.*

476 Minutes of Meeting of the Council of National Defense, April 4, 1918

There was held a special meeting of the Council of National Defense at the office of the Secretary of the Navy at 10 o'clock a. m. April 4, 1918. There were present Secretary Daniels (presiding), Secretary Lane, and the Director; also about sixty Governors and representatives of State Councils of Defense who were present at the Americanization meeting held by Secretary Lane on April 3rd.

Secretary Daniels made a short address, which was followed by a general discussion by Governors and representatives of State Councils present. The point more especially brought out in the discussion was the situation throughout the country in regard to loyalty and sedition, the sense of the meeting being that more drastic action was needed to suppress sedition.

Thereupon, at 12:00 o'clock noon, the meeting adjourned.

Attest:

W. S. GIFFORD, *Director.*

477 Minutes of Meeting of Council of National Defense, April 15, 1918

There was held a special meeting of the Council of National Defense at 5:45 o'clock p. m., April 15, 1918, at the office of the Secretary of the Navy, immediately following the regular Joint Weekly Conference. There were present Secretary Daniels (presiding); Secretary Houston; Secretary Wilson; and the Director.

The Director brought to the attention of the meeting a proposed plan for mobilizing women workers for the land, which had been left with him by Miss E. St. John Wileman. It was decided to take no action in regard thereto.

The Director called the attention of the meeting to the fact that there was confusion in some of the States due to the overlapping of the plans of the Department of Agriculture and the Bureau of Education of the Interior Department in the matter of school-garden work. No action was taken.

It was voted to disapprove the request dated March 23rd of the Camp Quartermaster of Camp Lewis, American Lake, Washington, that the Council approve of a modification of the labor laws of the State of Washington to provide that no female shall be employed for more than 48 hours a week instead of for not more than 8 hours during any day.

The Director called the attention of the meeting to the fact that numerous letters are being received by the State Councils Section showing impatience over the lack of drastic handling of sedition and disloyalty.

The Director brought to the attention of the meeting a letter dated March 15th from Mr. Samuel Gompers relative to the following preambles and resolution adopted by the recent convention of the American Federation of Labor:

Whereas during the period of the war a low long-distance telephone and telegraph rate should be established to all training camps; and

Whereas such low rates would keep us in closer touch with our loved ones: Therefore be it

Resolved, That the President, Congress, and the Council of National
478 Defense be urged to call a conference of the various telephone and telegraph companies for the purpose of bringing about closer cooperation between the companies, better interconnection, and lower rates to all training camps in the United States.

The Director also presented a report dated April 8th from Mr. T. N. Vail, Chairman of the Committee on Telephones and Telegraphs of the Advisory Commission, relative to the above resolution. It was agreed that Mr. Gompers' letter and a copy of Mr. Vail's report thereon should be referred to the Interstate Commerce Commission for attention and that the Director should so notify Mr. Gompers.

The Director referred to a conversation which he had with Mr. McGhee, of the Minnesota Commission on Public Safety relative to the street-car labor trouble in Minneapolis and St. Paul. It was agreed that there was no further action for the Council to take at this time in regard to the matter.

The Acting Chairman presented a letter from the President enclosing a communication from the National Research Council asking for

the issuance of an executive order defining the duties and functions of the Research Council. It was agreed that the Acting Chairman should inform the President that the Council was of the opinion that the functions described in this order duplicated the functions of many of the executive departments of the government and that the issuance of such an order would, therefore, result in confusion.

Secretary Wilson stated that he thought it desirable for the Council to begin now a study of the problems of reconstruction after the war particularly with reference to the demobilization of the troops. He suggested that a research be begun with reference to flood control, water power, and highway needs for defense, with a view of placing returned soldiers in work of this sort pending their absorption into industry. The Director agreed to confer with Secretary Wilson with regard to this.

Thereupon, at 6:15 o'clock P. M., the meeting adjourned.

Attest:

W. S. Gifford, *Director.*

479 Minutes of Joint Meeting of the Council of National Defense and the Advisory Commission, May 6, 1918

There was held the regular monthly joint meeting of the Council of National Defense and the Advisory Commission on Monday, May 6, 1918, at 4:30 o'clock p. m. at the office of the Secretary of War. There were present Chairman Baker, Secretary Daniels, Secretary Houston, and Secretary Wilson; Commissioners Willard, Gompers, Godfrey, Martin, and Rosenwald; and the Director.

Mr. Willard stated that the Commission had become convinced by advices from various sources, particularly the War Industries Board, of the necessity for definite action to bring about economy in transportation, fuel, and certain raw and manufactured materials essential to the conduct of the war. The Commission, however, thought it unwise to attempt curtailment by listing "nonessential" industries, as had been suggested, further than such restrictions on less essential industries as are now enforced by various government agencies, but felt that the desired result could be obtained by an appropriate proclamation by the Council of National Defense and the Advisory Commission urging the necessity for individual thrift and economy, which could be given the fullest publicity through the medium of the State Councils of Defense. Mr. Willard presented such a statement, prepared by the Advisory Commission, which was adopted by the Council in the following form:

The Council of National Defense authorizes the following statement:

The Council of National Defense and the Advisory Commission to the Council, believe that a concerted effort for economy by the people of the nation will not only go far toward paying America's expenses in the war but will also reduce consumption of raw and manufactured materials essential to the conduct of the war.

480 The Council urges all to refrain from unnecessary expenditure of every kind and to bear constantly in mind that only one thing is now of real importance, and that is the winning of the war.

The Nation's resources in man power, money, transportation, foodstuffs, raw materials, and fuel have already been subjected to heavy strain, and it is the clear duty of every citizen to guard against increasing this strain by a single wasteful act.

It is most creditable for everyone—man and woman, boy and girl—to be economical in dress, food, and manner of living. Every evidence of helpful self-denial on the part of all in a time like this is most commendable.

This war is more than a conflict between armies; it is a contest in which every man, woman, and child can and should render assistance. Thrift and economy is not only a patriotic privilege. It is a duty.

The Director was authorized to release the foregoing statement without further action by the Council.

Mr. Willard stated that it had been represented to the Commission that the proper maintenance of important highways and the general development of the highways as a means of relieving transportation congestion was being handicapped by lack of understanding of the attitude of the Government on the subject. He stated that the Commission had considered the matter and recommended to the Council the publication of the following statement of policy:

The Council of National Defense fully recognizes the vital military and economic importance of the highways of the country and the necessity for their proper maintenance.

During the war the Council recommends that both for road building and maintenance local materials be used wherever possible in order to release railroad cars for other purposes.

The Council recommends that those highways which are essential to the national defense be maintained and where necessary so improved as to meet the essential requirements. Such roads may be described as follows:

Highways which are used or probably will be used for important military movements of men or war supplies.

Highways connecting population or shipping centers with surrounding agricultural areas over which food products may be transported, thus making all centers as nearly self-supporting as possible.

481 Highways connecting important producing, consuming, or shipping centers in congested areas over which are hauled essential materials or supplies, this primarily assisting the movement of short-haul traffic.

The foregoing matter was referred to Secretary Houston to ascertain and report to the Council the extent to which the Government had already been committed with relation to such a policy.

Mr. Willard read the following resolution adopted by the Commission at its meeting of May 6, 1918:

Whereas events in connection with the prosecution of the present war have brought sharply to the attention of the combatants the need for planning how intelligently to deal with the economic questions which will inevitably arise at the close of the conflict: Be it

Resolved, That the Advisory Commission of the Council of National Defense recommend, and does hereby recommend to the Council of National Defense that the time has now come when both the Council and the Advisory Commission should make investigation with a view to formulating plans to meet the reconstruction problems of the United States after the war, particularly with regard to the readjustments necessary to the demobilization of the armies of the United States and to the study and development of such national projects as would provide employment for large numbers of men during the process of their reabsorption into the normal national life.

The discussion developed the sense of the meeting to be favorable to any preliminary investigation that would assemble such data as was available on the subject and point the way for definite action at the proper time, but that the adoption of a comprehensive and adequate program was at this time impossible. The matter was referred to the Director to proceed quietly in conjunction with the Government departments interested to ascertain what other nations are doing in the way of reconstruction plans, and report to the council such information as will be valuable in connection with the consideration of the

subject. Thereafter it might be thought advisable to make a public statement on the matter.

The Director brought up the question of office space, stating that the expansion of the War Industries Board made it necessary
482 to find additional space. He was directed to communicate with Assistant Secretary of War Crowell.

Thereupon, at 6:00 o'clock p. m., the meeting adjourned.

Attest:

W. S. GIFFORD, *Director.*

483 Minutes of Meeting of the Council of National Defense, May 27, 1918

There was held a special meeting of the Council of National Defense on Monday, May 27, 1918, at 4:30 o'clock p. m., at the office of the Secretary of War. There were present Chairman Baker, Secretary Daniels, Secretary Houston, Secretary Redfield, and the Director.

The Director referred to the anomalous and somewhat difficult position in which, as Director of the Council, he was placed by reason of the fact that the War Industries Board, while generally regarded as a distinct administrative agency, had not in fact been separated from the Council by any authorized action, and suggested that the Council adopt a minute exempting the War Industries Board from its rules requiring that as a subordinate body it should be under the supervision and authority of the Council through the Director. It was agreed that the Chairman should place the matter before the President at the next Cabinet meeting.

The following resolution was adopted:

Resolved, That the Commercial Economy Board of the Council of National Defense is hereby transferred to the War Industries Board.

The Director read the following telegram, of date May 18, 1918, from Secretary Lane to Chairman Baker:

In talking today with Samuel Insull, Chairman of the State Council of Defense, he suggested the advisability of asking a representative from each of the State Councils to come to Washington for a business conference, in which there would also participate representatives of Treasury, Fuel, Food, and other administrations, so that friction which has arisen by reason of multiplicity would be eliminated. He has a strong, active, and efficient organization throughout the State, but he says there is a constant movement from Washington to deal directly with local organization which makes against State Council's authority.

The Chairman referred to a visit he had received from Dr. Anna Howard Shaw and other members of the Women's Committee, with reference to the difficulties that Committee was having along the same lines as indicated in the telegram from Secretary Lane.

484 This induced a discussion of the general question of securing proper harmony and cooperation between the various executive departments of the Government and the State Councils of Defense, particularly with reference to the friction created by setting up new agencies in the States for work which the State Councils and the Woman's Committee feel their organizations could handle. The sense of the meeting was in favor of the suggestion that each Government department might appoint its own representative in each State, it being understood, however, that the existing organizations of the State Councils and Woman's Committee would be used

to the fullest possible extent under the direction of such representative, and that the State Councils and Woman's Committee should afford the closest cooperation and assistance. The Chairman was requested to lay the matter before the President, action on the suggestion made by Mr. Insull, and the question raised by Dr. Shaw meanwhile to be held in abeyance.

The Director submitted a program of the Woman's Committee for a so-called "recreational drive" in connection with the work of its Child Welfare Department. It was voted that the same be approved.

The Director submitted several resolutions of the Woman's Committee, upon which the following action was taken:

Resolution urging that the National Labor Administration accelerate the enforcement of standards adopted by the Government in all factories handling Government contracts. Referred to the Secretary of Labor.

Resolution that the Council be requested to reiterate to all State Councils the desire of the Woman's Committee for a closer relationship. Approved.

Resolution recommending establishment of a Woman's Division in the Federal Labor Department. Referred to the Secretary of Labor.

Resolution concerning cooperation with Governmental agencies. Held in abeyance pending adjustment of the entire matter.

Resolution urging upon the President and Congress imme-
485 diate consideration of certain recommendations with reference to appointing properly qualified women in Federal administrative offices. It was felt there could be no objection to the Women's Committee making such recommendation to the President, but that in view of the fact that the President makes recommendations to Congress in connection with such appointments the Woman's Committee should not go directly to Congress.

Resolution making certain recommendations concerning women physicians and surgeons. Referred to the Secretary of War.

Resolution directing attention to the need for adequate mechanical training for girls in the public schools. Referred to Federal Board for Vocational Education.

There ensued a discussion of the activities of the Medical Section of the Council. The Director was requested to investigate and report upon the advisability of distributing the organization and functions of the Medical Section among the duly authorized executive departments of the Government.

The Director referred to a suggestion of W. L. Saunders, of the Naval Consulting Board, for the establishment of a censorship of engineering publications. It was felt that such a censorship was impracticable.

The Director stated that the National Research Council desired to establish a third foreign office in Rome, Italy, and brought up the question of funds. The Chairman was requested to communicate with the President with regard to funds, the question of the establishment of an office in Rome to be again taken up after the question of funds has been determined.

The Director referred to a letter from Representative Borland concerning Congressional legislation empowering State Councils of

Defense to compel every able-bodied male resident of the State to be regularly engaged in some lawful occupation. It was felt
486 that the Council should take no action, and that the matter should be referred to the Secretary of Labor.

The Director referred to a communication from Senator Wesley L. Jones, enclosing a letter from R. H. Thomson, Seattle, Washington, concerning the raising of sunken vessels. The matter was referred to the Secretary of Commerce.

The Council approved the establishment of local Councils of Defense in the Philippines, Hawaii, and Porto Rico. It was voted not to establish Councils in Panama and the Virgin Islands.

The Director stated that he had prepared a report on the subject of reconstruction, copies of which had been mailed to the members of the Council. He was requested to furnish copies to the members of the Advisory Commission, that the subject might be brought up for discussion at the next joint meeting.

Thereupon, at 6:00 o'clock p. m., the meeting adjourned.

Attest:

W. S. GIFFORD, *Director.*

487 Minutes of Joint Meeting of the Council of National Defense and the Advisory Commission, June 3, 1918

There was held the regular joint meeting of the Council of National Defense and the Advisory Commission on Monday, June 3, 1918, at 4:30 o'clock p. m., at the office of the Secretary of War. There were present Chairman Baker, Secretary Daniels, Secretary Houston, Secretary Redfield, and Secretary Wilson, and the director.

Mr. Willard presented the following resolution:

Resolved, That the Advisory Commission recommend, and it does hereby recommend, to the Council of National Defense that the Council and Advisory Commission go on record as discouraging Christmas giving as inconsistent with war-time economy, and that this expression be published at once to insure proper advance notice for the protection of manufacturers and merchants.

With reference to the foregoing, the Director was requested to issue a statement, in the form of an answer to inquiries received, stating that it had come to the attention of the Council that the people generally were inquiring as to the attitude of the Government toward Christmas giving, and that manufacturers and merchants in particular were anxious to be advised at this time in order intelligently to select their Christmas stocks; and that in the opinion of the Council and Advisory Commission Christmas giving should be discouraged as relieving to that extent the present heavy burden placed on labor, transportation, and other resources of the nation, and also as being in harmony with the previous announcement of the Council and Commission with reference to general thrift and economy.

This led to a discussion as to whether the purchases made by the civilian population were increasing or decreasing, it being suggested that it would be interesting to the Council if the Advisory Commission would make a study of this point.

488 Mr. Willard referred to the preliminary report of the Director concerning reconstruction, in which he stated the Ad-

visory Commission fully concurred. He stated that the members of the Commission had given the subject considerable thought, and strongly felt that it was a matter which should receive serious consideration at this time in order that all available information might be assembled and carefully studied and, so far as possible, a comprehensive program prepared to be followed out after the close of the war. He further stated that unless some other agency of the Government had taken up the work, the Commission was of the opinion that the President might properly direct the Council to proceed with it. There ensued a general discussion, and the matter was left with the Council for consideration.

Mr. Willard presented a plan submitted by Dr. Martin for the promotion of industrial medicine and surgery as a war measure through the coordination and centralization under one directing head of all of the activities of the several Government departments concerned with that work. He stated that the Commission wished to give the matter further consideration, and that it was the desire at this time merely to leave for the information of the Council an outline of the proposed plan, the Commission to bring its definite recommendations at a subsequent meeting.

Thereupon, at 6:00 o'clock p. m., the meeting adjourned.

Attest:

W. S. GIFFORD, *Director.*

489 Minutes of Meeting of the Council of National Defense, June 10, 1918

There was held a special meeting of the Council of National Defense on June 10, 1918, at the office of the Secretary of War. There were present Chairman Baker, Secretary Houston, Secretary Redfield, Secretary Wilson, and the Director.

The Director was instructed to send the following telegram to the Secretary of the American Federation of Labor:

I am directed by the Council of National Defense to transmit to you the following resolution passed by the Council and Advisory Commission:

Whereas the Council of National Defense and the Advisory Commission are cognizant of the Thirty-eighth Annual Convention of the American Federation of Labor; and

Whereas the Council of National Defense and Advisory Commission are equally cognizant of the affirmative patriotic service rendered to the people and the Government of the United States by the organized labor movement and the workers of America generally in the tremendous task now stretching before this Republic and her allies in the world struggle for freedom, justice, and democracy: Be it

Resolved, and it is hereby resolved, That the Council of National Defense and Advisory Commission transmits to the Thirty-eighth Annual Convention of the American Federation of Labor their deep appreciation of this national service and, further, of their knowledge of the efforts on the part of Samuel Gompers, Esquire, President of the American Federation of Labor, and the other officers and committees thereof, as representatives of the American Federation of Labor, to make this service a tangible and vital thing in the interest of America and her allies.

The Director stated that suggestions were being received from various sources that the Government should undertake to develop increased efficiency in business procedure throughout the country. The subject was referred to the Secretary of Commerce for consideration and report.

Pursuant to action of the Council of May 27, 1918, requesting investigation of the advisability of distributing the organization and functions of the Medical Section of the Council among
490 the duly authorized executive departments of the Government, the Director made his report, which he summarized as follows:

General Medical Board, including Surgeon Generals of the Army, Navy, and Public Health.—Meets at least twice a month. Charts and statistics are portrayed at these meetings outlining the progress of the medical work in the Army, Navy, and Public Health Service, as well as general civilian medical activities. This body provides a common meeting ground between medical services of the Government and civilians.

State Activities, including Volunteer Medical Service Corps.—Committees of physicians have been formed in each State and most Counties. The principal activities of these committees are working for the enlistment of physicians in the Army and Navy Services, and in the Volunteer Medical Service Corps, which is composed of medical men not eligible for military or naval service. This Corps is, in effect, a volunteer reserve corps to be called on in cases of emergency.

Hospital Census.—Work is being done to bring up to date the census of the hospital facilities of the country.

Committee on Nursing.—Especially engaged at present in urging women graduating from training schools to enter the Red Cross service or assist the Army and Navy Nurse Corps. This Committee is also endeavoring to have women enroll in the training schools for nurses.

Committee on Women Physicians.—Has just completed census of women physicians in the country and are securing women physicians for contract service in the Army. Women physicians are also eligible for Volunteer Medical Service Corps.

Drugs and Pharmaceutical Supplies Division.—The Medical Section is in effect acting in a similar capacity with reference to these supplies as a commodity section of the War Industries Board is acting with reference to other war supplies. In some cases contracts are referred to this division for advice before being entered into.

Committee on Civilian Cooperation in Combatting Venereal Diseases.—This committee is carrying on a campaign of education with Boards of Public Health and various civilian associations, etc. They cooperate closely with the Commission on Training Camps Activities and the Surgeon General's office in the War Department.

Committee on Industrial Surgeons.—This Committee has a complete census of railroad surgeons and further work is in the process of being developed.

Other Activities.—A record is kept of men both eligible and available for service. In addition, the records of physicians in the service as well as those who have joined the Volunteer Medical Service Corps are kept on punched cards and tabulated by machine. Information is furnished to the Surgeon General's
491 office from time to time in regard to men in the service and men not eligible for active service but who might be used in connection with the work of the Surgeon General's office. Work has also been done on a standard nomenclature for diseases.

Pay roll.—

Employees receiving compensation from Council	47
Volunteers at $1.00 a year	9
In military service	6
Total	62
Annual pay roll (from Council funds)	$58,769

The ensuing discussion developed the position of the Council to be in accordance with the following statement, which the Director was instructed to communicate to Dr. Martin:

In accordance with the precedent already established by its action with reference to other sections and committees of the Council and Advisory Commission, the Council believes it necessary at this time to distribute among the lawfully constituted executive departments of the Government such executive functions as have been exercised heretofore by the Medical Section, the office of the Medical Section hereafter to be solely advisory, and such part of its organ-

ization to be retained under the Council as may be essential to the discharge of its advisory functions.

The Council recognizes the great value and necessity of the work undertaken by the subcommittees of the Council and Commission during the initial period when policies and lines of action were evolving and when some confusion of departmental functions was inevitable. But it is now reasonably clear what these policies and lines of action are to be and where particular functions properly belong. The Council conceives its functions and those of the Advisory Commission and its subcommittees to be advisory and not executive. In fact, the Council has neither the money nor the legal power to exercise executive functions. It, therefore, believes the time has now arrived when it should divest itself of all remaining executive duties and assume its proper office as solely advisory.

The Director was also instructed to request Dr. Martin to take no steps in connection with the plan for the promotion of industrial medicine and surgery as a war measure, presented at the meeting of June 3, pending action of the Council in the premises.

In connection with the foregoing matters concerning the Medical Section, the Director read a letter of May 29, 1918, from Surgeon General Blue, of the Public Health Service, with reference to
492 the relations between the Council and his department, suggesting, among other things, the desirability of closer cooperation between the Department of Labor and the Public Health Service. The Director was requested to ask General Blue to get in touch with Secretary Wilson with that purpose in view.

The Director referred to a resolution presented by the Highways Transport Committee recommending that the Council adopt a general policy with reference to construction and maintenance of highways, and also to a letter of June 10 from the Secretary of Agriculture, addressed to the State Councils Section, concerning the subject. It was felt that the letter in question outlined the policy to be pursued by Federal and State authorities in connection with highway construction and maintenance.

With further reference to this subject, it was voted that the Director call the attention of the Highways Transport Committee to the fact that questions related to highway construction and maintenance are quite apart from its functions, and outline to that committee the specific duties it was created to assume, i. e., a committee purely advisory in character, and not executive, to advise the Council with reference to relief in transportation problems through the promotion of transportation over the highways.

It was voted that it be recommended to the President, through the Chairman, that the Council be designated the agency to coordinate studies of reconstruction problems and to suggest methods of procedure in connection therewith.

It was directed that the following executive order, issued by the President May 28, 1918, be incorporated in the minutes:

I hereby establish the War Industries Board as a separate administrative agency to act for me and under my direction. This is the Board which was originally formed by, and subsidiary to, the Council of National Defense under the provisions of "An Act Making Appropriations for the Support of the Army for the Fiscal Year ending June 30, 1917, and for other purposes", approved August 29, 1916.

493 The functions, duties, and powers of the War Industries Board, as outlined in my letter of March 4, 1918, to Bernard M. Baruch, Esquire, its Chairman, shall be, and hereby are, continued in full force and effect.

The Director stated that the President had set aside funds for the expenses of the National Research Council, including the establishment and maintenance of an office in Rome. It was agreed that the project of opening an office in Rome receive the approval of the Council.

The Director referred to the numerous complaints received with reference to the large volume of printed matter being circulated from Government departments, the bulk of which made reading prohibitive, thus defeating the object sought. It was agreed that the difficulties in the way made any effective action impracticable.

The Director reported that the Women's Committee was preparing to enlist the aid of their state committees in urging the women of the country to enroll for training as nurses, this to be done in cooperation with the Red Cross and the Committee on Nurses of the Medical Section of the Council.

Thereupon, at 6:00 o'clock p. m., the meeting adjourned.

Attest:

W. S. GIFFORD, *Director.*

494 Minutes of Meeting of the Council of National Defense, June 24, 1918

There was held a special meeting of the Council of National Defense on Monday, June 24, 1918, at 4:30 o'clock p. m. at the office of the Secretary of War. There were present Chairman Baker, Secretary Daniels, Secretary Houston, Secretary Redfield, and the Director.

A letter dated June 11, 1918, from Secretary McAdoo to the President relative to a proposed executive order consolidating the public health activities of the Federal Government under the Public Health Service of the Treasury Department, together with certain enclosures, was brought before the meeting for discussion in accordance with the President's desire to have the judgment of the Council of National Defense on the matters contained therein.

The Director read a letter from Secretary Wilson dated June 24, 1918, urging that the following words be added at the close of the last sentence of the proposed executive order, " or to prohibit investigations by the Bureau of Labor statistics of vocational diseases, shop sanitation, and hygiene."

After a full discussion, it was decided to hold a special meeting of the Council on Tuesday, June 25, 1918, at 4:15 o'clock p. m., to consider the matter further, the Director being directed to send copies of the proposed order to the Surgeons General of the Army, Navy, and Public Health Service, and Dr. Franklin Martin, and to invite them to be present at the meeting.

The Director read the following letter from the President to the Secretary of War with reference to the relation of the Council of National Defense to the study of reconstruction problems.

THE WHITE HOUSE,
Washington, 19 June, 1918.

MY DEAR MR. SECRETARY: Thank you for your letter of the seventeenth about the relation of the Council of National Defense to the study of
495 reconstruction problems.

I think it will be entirely appropriate and desirable that the Council should coordinate the studies that have been made and suggest procedures. After that preliminary work has been done, it will be possible for us in counsel with one another to form a clearer and more trustworthy judgment as to how the plans shall be executed and under what guidance and supervision.

Cordially and sincerely yours,

(Signed) WOODROW WILSON.

Hon. NEWTON D. BAKER,
Secretary of War.

It was the sense of the meeting that the Director should proceed along the lines set forth in the letter.

With reference to reconstruction matters, the Director stated that at his suggestion Secretary Redfield and Secretary Wilson had designated Mr. B. S. Cutler and Prof. Felix Frankfurter, respectively, to work with him in outlining plans for a complete survey of the changes and readjustments in industry due to our entrance into the war. The Director stated that steps were now being taken to develop such plans.

The Director referred to a memorandum prepared by himself urging that steps be taken to compile the fundamental data that will enable the Council to make recommendations, as provided in the law creating the Council, to the President and the heads of executive departments, " as to the increase of domestic production of articles and materials essential to the support of armies and of the people during the interruption of foreign commerce." It was agreed that it was both proper and desirable that such studies be undertaken, and the Director was authorized to proceed therewith.

The Director referred to a letter from Third Assistant Secretary of War Kep, enclosing suggestion by Mr. M. P. Schaffer, of the Bureau of War Risk Insurance, as to the need of a system of supplemental aid to the benefits of the War Risk Insurance Act, as well as aid to meet certain meritorious cases that do not come within
496 the Act by the Council of National Defense; but if the Act was not sufficiently inclusive to handle all cases satisfactorily, it was suggested that the proper procedure was for the Bureau of War Risk Insurance to urge amendments to the Act.

Thereupon, at 6:00 o'clock p. m., the meeting adjourned.

Attest:

W. S. GIFFORD, *Director.*

497 Minutes of Meeting of the Council of National Defense, June 25, 1918

There was held a special meeting of the Council of National Defense on Tuesday, June 25, 1918, at 4:15 o'clock p. m., at the office of the Secretary of War. There were present Chairman Baker, Secretary Daniels, Secretary Houston, Secretary Redfield, Secretary Wilson, and the Director; also Surgeon General Gorgas and Colonel Vaughan of the Army; Dr. Phelps, representing Surgeon General Braisted of the Navy; Surgeon General Blue, Dr. Schereschewsky, and Dr. Warren of the Public Health Service; and Dr. Franklin Martin.

The Chairman stated that the meeting was called to discuss the proposed executive order relative to the consolidation under the Public Health Service of the Treasury Department of all civilian

federal health functions which are related to the prosecution of the war.

Dr. Blue explained the scope of the proposed order stating as examples showing the need for such order, the work being done by the Shipping Board in supervising public-health work in areas outside but adjacent to shipyards; and the rumor that all doctors connected with State and Local Boards of Health were to be commissioned in the Medical Reserve Corps, with the result that the public-health activities of the country would become subordinate to the War Department.

In reply to the Chairman's inquiry as to whether it was contemplated to demand the inclusion in war contracts of certain restrictions as to health matters, Dr. Blue stated that it was not so contemplated.

Secretary Wilson referred to the present working arrangement between the Immigration Service and the Public Health Service as entirely satisfactory. He urged that the proposed order should, if approved, be added to as suggested in his communication of June 24th relative to investigations by the Bureau of Labor Statistics.

General Gorgas outlined the present arrangement with refer-
498 ence to extra cantonment areas, which he considers entirely satisfactory. In exceptional cases, however, he at present calls the attention of the local health authorities to conditions and requests their cooperation without consulting the Public Health Service.

Dr. Phelps stated that the order met with the entire approval of the Surgeon General of the Navy.

Dr. Martin considered that the order would help to coordinate the various public-health functions and would especially assist in carrying out the work that had been contemplated in the plan already submitted to the Council in regard to health of workers in industrial plants. He stated that the proposed order met with his entire approval.

Secretary Baker referred to the work being done by the military authorities, including the Commission on Training Camp Activities, in connection with the supervision of the venereal-disease menace, and asked Dr. Blue if the proposed order contemplated changing the manner of handling this work. Dr. Blue stated that it was not so intended.

All present except the members of the Council and the Director withdrew and the Council thereupon voted to recommend to the President that the proposed order be issued, with the addition at the close of the last sentence of the words " or to prohibit investigations by the Bureau of Labor Statistics of vocational diseases, shop and sanitation, and hygiene."

Thereupon, at 5:30 o'clock p. m., the meeting adjourned.

Attest:

W. S. GIFFORD, *Director.*

499 Minutes of Joint Meeting of Council of National Defense and the Advisory Commission, July 1, 1918

There was held the regular monthly joint meeting of the Council of National Defense and Advisory Commission on Monday, July 1, 1918, at 4:30 o'clock p. m., at the office of the Secretary of War.

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There were present Secretary Baker, Chairman; Secretary Daniels; Secretary Houston; Secretary Redfield; Commissioners Rosenwald, Coffin, Gompers, Martin; and the Director.

The Chairman explained briefly the progress of transportation of troops overseas, and the Secretary of Agriculture outlined the satisfactory crop and livestock conditions.

The Chairman referred to the subject of juvenile delinquency which had been reported to him from several sources as being on the increase. He stated that he has asked Miss Lathrop, of the Children's Bureau, to investigate and report to him as to the cause and amount of increase, if any, in order that the matter may be taken in hand by the Woman's Committee and the State Councils.

Commissioner Rosenwald, acting Chairman of the Advisory Commission, presented the following resolutions:

It is the judgment of the Advisory Commission that immediate steps should be taken to ascertain what has already been considered or done by various Government departments and agencies regarding reconstruction so that a concrete plan for reconstruction may be promptly formulated and put into action.

Having before it the President's letter of June 19th to the Secretary of War, Chairman of the Council of National Defense, the Advisory Commission recommends to the Council that a special commission on reconstruction problems be appointed by the President at the earliest possible moment to proceed with full authority to develop a concrete plan for action.

After full discussion the Council voted that the resolution be received and held for future action, it being the opinion of the Council that the Advisory Commission and the Director should proceed for the present along the lines of the President's letter of June 19th to the Secretary of War.

500 Commissioner Martin made a statement with reference to the work of the General Medical Board and Medical Section of the Council of National Defense. He referred to his recent trip with Sir James MacKenzie, Sir Arbuthnot Lane, and Colonel Herbert A. Bruce visiting Cincinnati, Chicago, Boston, Detroit, Cleveland, Pittsburgh, Philadelphia, New York, and Washington. Meetings of physicians and surgeons were addressed at each of these places for the purpose of interesting the medical profession in the medical war problems. Dr. Martin stated that Great Britain has at present about five doctors per thousand men in the Army as compared to our ten per thousand. Late last fall, through a misunderstanding, the Medical Section of the Council had discontinued for some three months its publicity work among the doctors of the country as to the needs of the Army, Navy, Public Health, and civilian population. As a result of General Gorgas' recent request for 5,000 additional medical officers for the Army and Admiral Braisted's request for 2,000 reserve medical officers for the Navy, this activity, among others, was resumed, with the result that at the present time 26,050 physicians have been recommended for commissions in the Reserve Corps of the Army, and the Navy has a total of 2,884 medical reserve officers available for active service.

Dr. Martin stated, in reference to a recent communication that he had received from the Director regarding the views of the Council in reference to his work, that none of his work at present is executive, but consists of the following activities:

The General Medical Board.
The Executive Committee of the General Medical Board.
The Advisory State and County Committees.
The Volunteer Medical Service Corps.
The Committee on Nursing.

He outlined his policy of planning work and turning it over to the Surgeon General as soon as it was in shape for such transfer, listing the following committees that have been so transferred:

Committee on Medical Schools.
Committee on Hospitals.
Committee on Legislation.
Committee on Research.
Committee on Venereal Diseases.
Committee on Dentistry.
501 Committee on Ophthalmology.
Editorial Committee.
Committee on Diseases of Ear, Nose, and Throat.
Committee on Head Surgery.

The medical aides to the Governors nominated by the General Medical Board to aid in the operation of the Selective Service Regulations were transferred to the Surgeon General's office and the Provost Marshal's Office.

Thereupon, at 6:30 o'clock P. M., the meeting adjourned.

Attest:

(Signed) W. E. Gifford, *Director.*

502 Minutes of Meeting of Council of National Defense, July 8, 1918

There was held a special meeting of the Council of National Defense on Monday, July 8, 1918, at 4:30 o'clock p. m., at the office of the Secretary of War. There were present Secretary Baker, Chairman; Secretary Lane, Secretary Redfield; Secretary Wilson; and the Director.

The Director referred to a letter from the Woman's Committee to Secretary Baker, dated June 26th, suggesting a reorganization of the Committee and its transfer from the Council to a position reporting directly to the President. After a full discussion it was voted to refer the papers to Secretary Lane for his further consideration.

The Director referred to a proposed bulletin to be sent to the State Councils of Defense enclosing copy of a letter dated July 8th from Mr. Densmore, Director General of the U. S. Employment Service, outlining the plans of that Service. At the request of Secretary Wilson, it was directed that the papers should be referred to him.

It was voted to authorize the Woman's Committee to appoint a colored woman as a special field representative of the Committee to travel throughout the States for the purpose of mobilizing the colored women in support of the war.

The Director referred to a resolution which the American Electric Railway Association has asked that the Council pass, stating that he had referred it to the Director General of Railways for comment. It was voted that the resolution be passed in the following form, provided the reply from the Director General of Railways was favorable:

Resolved, That the Council of National Defense approves the widest possible use of the electric railways of the country as a freight transportation agency, and requests the State Councils of Defense and other State authorities to take all necessary steps to facilitate such means of transportation.

503 The Chairman referred to a pamphlet prepared by Mr. Everett Morss with reference to the formation of thrift clubs throughout the country. It was the sense of the meeting that the Council could not definitely approve of the formation of these clubs, but should refer to its statement regarding thrift and economy as defining its position in the matter.

The Director referred to a letter from the Civil Service Commission dated June 25th outlining some of the difficulties in obtaining an adequate supply of stenographers, typists, and other clerical force, and urging that the Council take such steps as it can to assist in advancing the efforts for housing facilities.

Secretary Wilson stated that the matter of housing facilities was proceeding with all possible speed.

In this connection the Director referred to the turn-over of labor among the Government departments stating that figures he had showed in May that out of 1,573 employees added, a net addition was obtained of 761,812 having resigned. The suggestion was made that this turn-over might be reduced were more adequate steps taken toward making conditions enjoyable through the establishment of clubs and other welfare work. It was the sense of the meeting that this matter should be referred to the Woman's Committee with a request for advice from them.

The Director stated that he had received some letters and verbal complaints as to inefficiency in the office work of Government departments. The Chairman outlined the plan which he has adopted to avoid having idle clerks in one bureau and at the same time a shortage of clerks in another. It was suggested that the Director get in touch with Mr. Brown, of the Bureau of Efficiency, with a view to ascertaining whether or not that bureau could do anything in the matter.

The Director stated for the information of the Council that he had received a number of communications complaining against the Council's pronouncement relative to Christmas buying. With reference to the request of the Retail Merchants' Association (outside the loop) of Chicago, that they be allowed a hearing before the

504 Council with reference to the matter, it was suggested that the Director ask Mr. Shaw, of the War Industries Board, to meet with them and discuss the matter.

The Director referred to a visit which he had from Mr. James C. White, Director of the Associated Polish Press, stating that the Polish population of the country were much disturbed by the action of the States and State Councils in preventing the use of foreign languages. No action was taken.

The Director referred to the work which was being undertaken by Commissioner Martin in connection with the Volunteer Medical Service Corps. It was voted to approve of this work.

Thereupon at 6:00 o'clock p. m. the meeting adjourned.

(Signed) W. E. Gifford, *Director*.

505 Minutes of Meeting of Council of National Defense, July 22, 1918

There was held a special meeting of the Council of National Defense on Monday, July 22, 1918, at 4:30 o'clock p. m., at the office of the Secretary of War. There were present all of the members of the Council, and the Secretary.

The Secretary brought to the attention of the Council forty-four protests from various quarters representative of the retail dry goods trade against the Council's pronouncement of June 24, 1918, asking the country to curtail its Christmas buying. He also read a summary of these complaints as well as a proposed draft of a public statement to be issued by the Council supporting the statement of June 24th.

A general discussion was entered into in connection with both documents and the draft of the public statement was revised by the Chairman and the other members of the Council to read as follows:

On June 24 the Council of National Defense made the following statement:

"The Council of National Defense and Advisory Commission have received inquiries as to the attitude of the Government toward Christmas buying. Manufacturers and merchants are desirous to be advised at this time in order intelligently to plan for their Christmas stocks. Therefore, the Council and Advisory Commission now announce that it is their belief that Christmas giving which involves the purchase of gifts should be discouraged as relieving to that extent the present heavy burden placed upon labor, transportation, and other resources of the nation, and also as being in harmony with the previous announcement of the Council and Advisory Commission urging thrift and economy upon the country."

This resolution was communicated to the State Councils of Defense by the Council of National Defense, with the request that it be brought to the attention of manufacturers and merchants in order that they might plan their Christmas stocks with full knowledge of the recommendations of the Government.

A number of requests for further information have been received by the Council of National Defense and the several State Councils of Defense. The following explanatory statement is now authorized:

506 "The policy of the Council of National Defense has been determined upon as a necessary measure of economy. It was adopted for the sake of saving the labor and materials which usually go into the manufacture of Christmas gifts, the labor required to handle the Christmas rush in retail stores, and the transportation facilities of the nation—railroads, express companies, and mails. Labor, materials, and transportation facilities must all be conserved this year for war purposes. The labor which ordinarily goes into the manufacture or sale of Christmas articles can be utilized in munition plants, shipyards, and other forms of war work; and no shipment of munitions or war supplies should be delayed because the railroads, the express, or the mails are congested with Christmas packages. The suggestion of the Government involves far-reaching modifications in our Christmas customs, but the Council of National Defense believes that the people of the country will be glad to aid in a necessary national economy, and it looks to the country to support the State Councils of Defense in carrying out the suggestion."

It is recommended that families who are in the habit of giving each other Christmas gifts shall this year put into the purchase of War Savings Stamps or Government Bonds or into the support of war charities the amount of money which usually they collectively spend on their presents.

It was moved by Secretary Redfield that the foregoing statement be issued to the public by the Secretary. Passed.

The Secretary read the following letter, dated July 11, 1918, from Secretary Lane to the Chairman of the Council:

MY DEAR MR. CHAIRMAN: I have given consideration to the letter sent to the Council by Dr. Shaw, Chairman of the Woman's Committee, and have had a talk with her and other members of that Committee. The first conclusion that I have arrived at is that the trouble as to this Committee would not be in any way assuaged or avoided by the constitution of a Presidential Committee such as has been suggested. My second conclusion is that women ought to be identified with our work, and that the organization throughout the States which these women have effected should be retained. But I think that it will be necessary to dissolve the Women's Committee as such.

To meet the situation I suggest that a committee of ten be appointed, five men and five women, who shall be the committee representing the Council of National Defense having charge of all the work done through the State Councils of Defense and the State Women's Committees. In other words, create a new organization made up of men and women who will direct the work of all those organizations which we have throughout the country with their State Councils of Defense or Women's organizations of one kind and another—merging the State Councils Division with the Women's Committee.

507 We should select these ten people and let them organize themselves into a small executive committee and an executive head who should deal with us through Mr. Gifford. The five women might be taken from the present women's committee, and I think this should be done. We should associate with them five representative men of some national importance. This larger committee would function through an executive committee that would have an executive officer. By this means we can make use of all the organizations the women's committee has. They would then become blended with the State Councils. That this is practicable and would meet the full needs of the situation the women with whom I have talked agree. This being done, they would not think it necessary to have any Presidential appointment or to continue the present women's Committee.

Cordially yours,

(Signed) FRANKLIN K. LANE.

Hon. NEWTON D. BAKER,
Chairman of the Council of National Defense.

After an extended discussion by all of the members of the Council on the foregoing letter, it was moved by Secretary Lane, and the motion was adopted, that he withdraw his said letter, and that the members of the Council and the Secretary, before the next meeting, individually prepare memoranda defining their several views as to the functions of the Woman's Committee and that each made specific recommendations as to future work for that committee to perform.

The Secretary read a memorandum presented by the Committee on Students' War Service of the American Council on Education, this memorandum incorporating a request of the said committee that there be advanced to it the sum of Ten Thousand Dollars ($10,000) for the purpose of financing the committee's campaign in support of the desire of the Government that properly qualified young men enter and remain in the colleges subject to the call of the Government and particularly of the War Department.

It was the consensus of opinion that the sum referred to should be raised by the educators themselves for the purpose in question, and it was moved by Secretary Lane, and the motion was adopted, that the entire matter be referred to the Commissioner of Education so that the Commissioner of Education could consider the plans of the American Council on Education and make recommendations thereon to the Council at its next meeting.

508 The Secretary, at the instance of the Chairman, introduced and read a letter from the Pond's Extract Company of New York stating that as large buyers of magazine and newspaper space for advertising purposes, the company desired to be informed of the attitude of the Government at this time toward what the company termed the "Hearst publications." After discussion on the subject, the Secretary was directed to prepare a draft of a letter in reply to the letter of the Pond's Extract Company and to send both documents on the following morning to the Chairman of the Council so that he might confer on the matter with the Attorney General, and the Postmaster General at the cabinet meeting on that day.

Thereupon, at 6:25 o'clock p. m., the meeting adjourned.

Attest:

(Signed) G. B. CLARKSON, *Secretary.*

509 Minutes of Meeting of Council of National Defense, July 29, 1918

There was held a special meeting of the Council of National Defense on Monday, July 29, 1918, at 4:30 o'clock p. m., at the office of the Secretary of the Navy. There were present Chairman Baker, Secretary Daniels, Secretary Lane, Secretary Redfield, Secretary Wilson, and the Secretary.

The Chairman referred to the proposed plan of Dr. Franklin Martin, of the Advisory Commission for an American medical college in France, and to Dr. Martin's desire to go to France in this connection. He read Dr. Martin's letter to him of July 29th. Pursuant to Dr. Martin's request, action on the matter was deferred until the next joint meeting of the Council and advisory Commission.

The Chairman referred to a call made upon him by a Mr. Marsh, protesting against the alleged action of the Washington State authorities to the effect that the farmers of the northwest are disloyal, and to Mr. Marsh's request that the National Council of Defense take some action thereon. The Secretary was directed to communicate with the Washington State Council of Defense and ascertain the bona fides of the charges.

The Chairman referred to a memorandum that he had prepared regarding the work of the Woman's Committee. After a discussion of this subject by all of the members of the Council present, the Secretary was directed to confer with Miss Hannah J. Patterson, Resident Director of the Woman's Committee, looking to a joint meeting of the Council with the members of the committee. In this connection the Secretary gave to the members of the Council a memorandum in respect of the Woman's Committee that he had been directed to prepare.

Secretary Lane introduced matters in connection with the plans of the American Council of Education, said matters at the previous meeting of the Council having been referred to the Commissioner of Education for comment thereon. He also read a resolution prepared by the Commissioner of Education endorsing the plans of the American Council of Education insofar as they applied to the

510 work of the War Students' Service Committee of that body, but after discussion, the resolution was laid on the table.

The Secretary read the following letter, dated July 11, 1918, from Secretary Lane to the Chairman of the Council:

MY DEAR MR. CHAIRMAN: I have given consideration to the letter sent to the Council by Dr. Shaw, Chairman of the Woman's Committee, and have had a talk with her and other members of that Committee. The first conclusion that I have arrived at is that the trouble as to this Committee would not be in any way assuaged or avoided by the constitution of a Presidential Committee such as has been suggested. My second conclusion is that women ought to be identified with our work, and that the organization throughout the States which these women have effected should be retained. But I think that it will be necessary to dissolve the Women's Committee as such.

To meet the situation I suggest that a committee of ten be appointed, five men and five women, who shall be the committee representing the Council of National Defense having charge of all the work done through the State Councils of Defense and the State Women's Committees. In other words, create a new organization made up of men and women who will direct the work of all those organizations which we have throughout the country with their State Councils of Defense or Women's organizations of one kind and another—merging the State Councils Division with the Women's Committee.

507 We should select these ten people and let them organize themselves into a small executive committee and an executive head who should deal with us through Mr. Gifford. The five women might be taken from the present women's committee, and I think this should be done. We should associate with them five representative men of some national importance. This larger committee would function through an executive committee that would have an executive officer. By this means we can make use of all the organizations the women's committee has. They would then become blended with the State Councils. That this is practicable and would meet the full needs of the situation the women with whom I have talked agree. This being done, they would not think it necessary to have any Presidential appointment or to continue the present women's Committee.

Cordially yours,

(Signed) FRANKLIN K. LANE.

Hon. NEWTON D. BAKER,
Chairman of the Council of National Defense.

After an extended discussion by all of the members of the Council on the foregoing letter, it was moved by Secretary Lane, and the motion was adopted, that he withdraw his said letter, and that the members of the Council and the Secretary, before the next meeting, individually prepare memoranda defining their several views as to the functions of the Woman's Committee and that each made specific recommendations as to future work for that committee to perform.

The Secretary read a memorandum presented by the Committee on Students' War Service of the American Council on Education, this memorandum incorporating a request of the said committee that there be advanced to it the sum of Ten Thousand Dollars ($10,000) for the purpose of financing the committee's campaign in support of the desire of the Government that properly qualified young men enter and remain in the colleges subject to the call of the Government and particularly of the War Department.

It was the consensus of opinion that the sum referred to should be raised by the educators themselves for the purpose in question, and it was moved by Secretary Lane, and the motion was adopted, that the entire matter be referred to the Commissioner of Education so that the Commissioner of Education could consider the plans of the American Council on Education and make recommendations thereon to the Council at its next meeting.

508 The Secretary, at the instance of the Chairman, introduced and read a letter from the Pond's Extract Company of New York stating that as large buyers of magazine and newspaper space for advertising purposes, the company desired to be informed of the attitude of the Government at this time toward what the company termed the "Hearst publications." After discussion on the subject, the Secretary was directed to prepare a draft of a letter in reply to the letter of the Pond's Extract Company and to send both documents on the following morning to the Chairman of the Council so that he might confer on the matter with the Attorney General, and the Postmaster General at the cabinet meeting on that day.

Thereupon, at 6:25 o'clock p. m., the meeting adjourned.

Attest:

(Signed) G. B. CLARKSON, *Secretary.*

509 Minutes of Meeting of Council of National Defense, July 29, 1918

There was held a special meeting of the Council of National Defense on Monday, July 29, 1918, at 4:30 o'clock p. m., at the office of the Secretary of the Navy. There were present Chairman Baker, Secretary Daniels, Secretary Lane, Secretary Redfield, Secretary Wilson, and the Secretary.

The Chairman referred to the proposed plan of Dr. Franklin Martin, of the Advisory Commission for an American medical college in France, and to Dr. Martin's desire to go to France in this connection. He read Dr. Martin's letter to him of July 29th. Pursuant to Dr. Martin's request, action on the matter was deferred until the next joint meeting of the Council and advisory Commission.

The Chairman referred to a call made upon him by a Mr. Marsh, protesting against the alleged action of the Washington State authorities to the effect that the farmers of the northwest are disloyal, and to Mr. Marsh's request that the National Council of Defense take some action thereon. The Secretary was directed to communicate with the Washington State Council of Defense and ascertain the bona fides of the charges.

The Chairman referred to a memorandum that he had prepared regarding the work of the Woman's Committee. After a discussion of this subject by all of the members of the Council present, the Secretary was directed to confer with Miss Hannah J. Patterson, Resident Director of the Woman's Committee, looking to a joint meeting of the Council with the members of the committee. In this connection the Secretary gave to the members of the Council a memorandum in respect of the Woman's Committee that he had been directed to prepare.

Secretary Lane introduced matters in connection with the plans of the American Council of Education, said matters at the previous meeting of the Council having been referred to the Commissioner of Education for comment thereon. He also read a resolution prepared by the Commissioner of Education endorsing the plans of the American Council of Education insofar as they applied to the

510 work of the War Students' Service Committee of that body, but after discussion, the resolution was laid on the table.

Further discussion was had with a view of preparing a draft of a letter to be addressed by the President to the Secretary of the Interior, generally approving of the plan of the American Council of Education, it being the sense of the meeting that said letter should carry the thought that the matter in question be referred to the Bureau of Education. The entire matter was delegated to Secretary Lane for reference to the President.

The Secretary brought up for consideration a plan submitted by the State Councils Section for a consolidating system of solicitation of funds on the part of the Young Men's Christian Association, Young Women's Christian Association, American Library Association, Knights of Columbus, Hebrew Relief Organization, and the War Camp Community Service. The Secretary was directed to ask Mr. Raymond B. Fosdick to appear before the Council at an early meeting so that the Council might obtain his advice on this matter.

The Secretary submitted a plan of the State Councils Section for a wall card to be placed in every school room of the country to inform the children of the United States of the reasons for our entrance into the war and exhibited a suggested sketch and dummy in connection therewith. The Council approved of the idea in theory but directed the Secretary to have prepared a more effective design to be submitted to the Council together with a statement as to whether or not the Council could afford the expense of $10,000 for educative purposes in the preparation and distribution of such wall cards.

The Secretary referred to a telegram from the Chamber of Commerce of Portland, Maine, to the President which had been referred by the White House to the Council. The Telegram complained that wharves were lying idle in Portland harbor which should be utilized for the purposes of the government and that 250 longshore-
511 men at this port were also available for the same purpose.

The telegram was referred to the Secretary of the Navy for his action.

Thereupon, at 6:10 o'clock p. m., the meeting adjourned.

Attest:

(Signed) G. B. Clarkson, *Secretary.*

512 Minutes of Meeting of the Council of National Defense, August 2, 1918

There was held a special meeting of the Council of National Defense on Friday, August 2, 1918, at 4:30 o'clock p. m., at the office of the Secretary of the Navy. There were present all of the members of the Council except Secretary Houston and the Secretary.

At the invitation of the Council, Mr. Raymond B. Fosdick, Chairman of the Commission on Training Camp Activities of the War Department, appeared before the Council and gave his views as to the wisdom and feasibility of consolidating the solicitation of funds for the Young Men's Christian Association, Young Women's Christian Association, Knights of Columbus, Jewish Welfare Board, American Library Association, War Camp Community Service, and Salvation Army. Mr. Fosdick stated his belief to be that such a consolidation would be highly desirable and analyzed at length the pros and cons of the entire matter.

The Council discussed the matter with him at length and Mr. John S. Cravens, Assistant Chief of the State Councils Section, was invited into the meeting to present the attitude of the State, County, and Community Councils throughout the country as made apparent to the State Councils Section. He stated that in the view of the State Councils Section, unless the national agencies as above specified will voluntarily centralize their solicitation, the communities will do it for them, probably through the formation of war chests.

After further deliberation, the Secretary was directed to prepare a memorandum on the general subject which should incorporate the views of both Mr. Fosdick and the State Councils Section, to the end of presenting the entire matter to the President.

Thereupon, at 6:15 o'clock p. m., the meeting adjourned.

Attest:

(Signed) G. B. Clarkson, *Secretary.*

513 Minutes of Joint Meeting of Council of National Defense and Advisory Commission, August 5, 1918

The regular monthly joint meeting of the Council of National Defense and the Advisory Commission was held on Monday, August 5, 1918, at 4:30 o'clock p. m., at the office of the Secretary of the Navy. There were present Secretary Daniels (acting Chairman); Secretary Lane; Secretary Redfield; Secretary Wilson; Commissioners Willard, Gompers, Godfrey, and Martin; and the Secretary.

Commissioner Godfrey reported informally as to his investigations looking to the use of women in industry.

The following resolution, introduced by Commissioner Martin, was adopted:

Whereas the Council of National Defense at its meeting on February 1, 1918, authorized the organization of the Volunteer Medical Service Corps under the direction of the General Medical Board of the Council of National Defense; and

Whereas it has been found desirable to make a change in the scope of the said Volunteer Medical Service Corps and to amplify its Central Governing Board: Therefore be it

Resolved, That the revised Rules of Organization as indicated on Exhibit A be substituted for the original Rules of Organization as in Exhibit B; and be it further

Resolved, That the Central Governing Board as indicated on Exhibit C be enlarged as indicated on Exhibit D.

Dr. Edward P. Davis, President of the Volunteer Medical Service Corps, appeared before the meeting and endorsed the plans as laid down in the foregoing resolution and made an expression of continued adherence to the Government on the part of the Volunteer Medical Service Corps.

Upon request of Commissioner Martin it was agreed that consideration of the matter of the establishment of a medical school in France and the disposition of certain moneys which have been collected in connection therewith should be deferred until Colonel J. M. T. Finney and Lieut. Colonel C. H. Peck should have an
514 opportunity to lay the matter before Brig. General Ireland, Surgeon General of the overseas forces, for comment and recommendation.

Secretary Lane moved, and the motion was adopted, that it be made known to the public that the Council of National Defense and its

Advisory Commission, in joint session assembled, recorded the belief of both bodies that there should be a general celebration of Labor Day of this year on the part of the American public. It was agreed that Secretary Lane prepare a document to this end.

Thereupon, at 5:45 o'clock p. m., the meeting adjourned.

Attest:

(Signed) G. B. CLARKSON, *Secretary.*

515 **Minutes of Meeting of Council of National Defense, August 5, 1918**

There was held a special meeting of the Council of National Defense on Monday, August 5, 1918, at 5:45 o'clock p. m., at the office of the Secretary of the Navy. There were present Secretary Daniels (acting Chairman), Secretary Lane, Secretary Redfield, Secretary Wilson, and the Secretary.

At this meeting the following members of the Woman's Committeee appeared; Dr. Shaw, Miss Patterson, Mrs. Lamar, Miss Tarbell, Miss Wetmore, Mrs. McCormick, Mrs. Funk, and Miss Nestor.

A general discussion of more than an hour's length as to the status and future work of the Woman's Committee was entered into by all members of the Council present and by the members of the Woman's Committee. It was the consensus of opinion on the part of the Council members that every effort possible should be made to conserve the integrity and the morale of the Woman's Committee to the end of preserving its position as the coordinating force of the woman power of the country.

Thereupon at 6:45 o'clock p. m., the meeting adjourned.

Attest:

(Signed) G. B. CLARKSON, *Secretary.*

516 **Minutes of Meeting of Council of National Defense, August 12, 1918**

There was held a special meeting of the Council of National Defense on Monday, August 12, 1918, at 4:30 o'clock p. m., at the office of the Secretary of the Navy. There were present Chairman Baker, Secretary Daniels, Secretary Redfield, and the Secretary.

The Chairman brought up for consideration the outstanding problems in connection with the Woman's Committee. The Chairman advanced the thought that in view of the increasing amalgamation in the States of the State Divisions of the Woman's Committee with the State Councils of Defense, it was becoming apparently desirable that there be formed a field section of the Council of National Defense to be composed of the State Councils Section and the Woman's Committee. Secretary Daniels and Secretary Redfield, however, considered that this plan would be undesirable in that it would do away with a separate federal body composed of women to deal with war problems.

After further discussion it was moved and the motion was adopted that there be presented to the Woman's Committee for its consideration the plan of appointing a woman of executive experience and capacity to act as Assistant to the Director of the Council and that

the Woman's Committee recommend to the Council a committee of women, members of the present Woman's Committee or otherwise, to constitute this committee, and that the woman assistant to the Director of the Council should take over the actual executive direction of the work that the Woman's Committee is now performing, dealing directly with woman's organizations in all of the States in which amalgamation between the State Divisions of the Woman's Committee and the State Councils of Defense has not taken place, the proposed committee of women to be an advisory body.

517 The Secretary was directed to present this plan to the Woman's Committee for consideration.

The Secretary introduced a letter dated August 8, 1918, from Dr. Arthur D. Bevan, President of the American Medical Association, protesting against the creation of the Volunteer Medical Service Corps, together with a letter of August 12, 1918, to the Chairman of the Council from Dr. Franklin H. Martin, dealing with the statements in Dr. Bevan's communication. The Secretary was directed to write Dr. Bevan to the effect that the Volunteer Medical Service Corps had been formed after careful consideration on the part of the Council and in cooperation with the Surgeons General, that it further had received the endorsement of the President, and stating the hope of the Council that Dr. Bevan and his associates will give their individual support and that of the American Medical Association to the Volunteer Medical Service Corps.

The Secretary stated that the legal representative of two ink manufacturers had called on him requesting to be informed as to the Council's attitude toward a request made of said manufacturers by the National Greeting Card Manufacturers Association to subscribe to an advertising campaign which that association has under way to the end of persuading the public to confine its Christmas giving to the purchase of greeting cards. The Secretary was directed to reply to the query by stating that the Council considered that such a campaign would result in an unnecessary and unjustifiable waste of paper stock and that it, therefore, disapproved of the course contemplated.

The Secretary introduced a letter of June 28, 1918, to the Director of the Council from the Secretary of State inquiring if anything could be done through the State Councils to the end of employing the nearly one hundred and fifty Russian officers still in this country, most of whom are now relieved of their duties and who are without financial resources for subsistence. The Secretary was directed to procure a classified list of the officers specifically

518 with regard to their professional capacities.

The Secretary read a letter from the National Committee of Public Utilities Conditions, dated July 30, 1918, asking that the Council amplify the recent public statements of the President and the Secretary of the Treasury with regard to public utilities. The Secretary was directed to inform the writers that the Council did not consider that such amplification was necessary.

Thereupon, at 5:45 o'clock p. m., the meeting adjourned.

Attest:

(Signed) G. B. CLARKSON, *Secretary.*

519 Minutes of Meeting of Council of National Defense, August 19, 1918

There was held a special meeting of the Council of National Defense on Monday, August 19, 1918, at 4:30 o'clock, p. m., at the office of the Secretary of the Navy. There were present Chairman Baker, Secretary Daniels, Secretary Lane; and the Secretary.

The Chairman reviewed the ground covered recently in considering the permanent organization of the Woman's Committee and referred to a conversation that he had had with Miss Patterson and Dr. Shaw since the last meeting of the Council. He stated that Dr. Shaw and Miss Patterson in behalf of the Woman's Committee rejected the tentative proposition made by the Council to the Woman's Committee to appoint a woman executive as Assistant to the Director of the Council as stated in the minutes of the Council meeting of August 12, 1918. The Council members entered into a general discussion of the subject and agreed among themselves and directed the Secretary to submit at the next meeting of the Council names of men qualified to act with a body of women under the plan originally submitted by Secretary Lane for amalgamating the work of the State Councils Section and that of the Woman's Committee.

Thereupon, at 5:10 o'clock p. m., the meeting adjourned.

Attest:

(Signed) G. B. CLARKSON, *Secretary.*

520 Minutes of Meeting of Council of National Defense, August 26, 1918

There was held a special meeting of the Council of National Defense in the office of the Secretary of the Navy at four-thirty o'clock, p. m., Monday, August 26, 1918. There were present Chairman Baker, Secretary Daniels, Secretary Lane, Secretary Redfield, and the Secretary of the Council.

There appeared before the Council the following persons, introduced by Mr. Elliott Goodwin, General Secretary of the Chamber of Commerce of the U. S. A., for the purpose of presenting their views and that of the interests represented by them in connection with the Council's pronouncements as to Christmas giving:

Elliott Goodwin, General Secretary, Chamber of Commerce of the U. S. A.

N. M. Henderson, The Henderson-Hoyt Company, Oshkosh, Wisconsin, Merchant.

A. S. Campbell, Louis Meyer & Son, Glove Manufacturers of New York.

Charles Hurd, Jordan-Marsh Company, Boston, Massachusetts, Buyer of Hosiery.

C. G. Nutting, Marshall Field & Co., Chicago, Ill., Buyer of Handkerchiefs.

Harry T. Grand, Marshall Field & Company, Chicago, Ill., Buyer of Toys.

A. C. Gilbert, A. C. Gilbert Co., New Haven, Conn., Manufacturer of Toys.

Voctor W. Sincere, The Bailey Company, Cleveland, Ohio, Merchant.

E. L. Howe, Secretary and Treasurer, National Retail Dry Goods Association, representing six hundred dry goods and department stores of the country.

James B. Reynolds, Washington, D. C., attorney for the toy manufacturers.

H. C. Ives, Bridgeport, Connecticut, Toys.

Albert T. Scharps, Treasurer, Lionel Manufacturing Company, New York, Toys.

Fletcher D. Dodge, Secretary, Toy Manufacturers Association of America.

Brief addresses were made by several members of the delegation, and a general discussion was entered into between them and the members of the Council on the matters in question. Secretary Redfield inquired of Mr. Goodwin if he considered the delegation to be adequately representative in a national sense of the views of the retail merchants and of industries generally with regard to the Council's attitude on Christmas buying. Mr. Goodwin stated that he considered it an adequate representation and gave it as his opinion that the Chamber of Commerce of the U. S. A. would subscribe to the following resolutions adopted by the delegation and presented to the Council:

521 Whereas the furtherance of the war programme of the government requires that the distribution of business be so adjusted as to place the least possible strain upon the transportation facilities and the labor of the country; and

Whereas in peace times the purchase of Christmas goods by the public has been crowded into the three weeks prior to Christmas, with a consequent congestion of the mails and transportation; and

Whereas to have such a condition of congestion exist during the war would be most undesirable: Therefore be it

Resolved, That the retail merchants of the country will urge their customers to do their Christmas shopping early so that all mail and express packages may be shipped prior to December 5, and will also urge upon their customers that the purchase of gifts other than those which tend to aid in the health and efficiency of the people should be avoided; and be it further

Resolved, That the retail stores will make this announcement in their advertisements during the first week of September and during each week thereafter; and be it further

Resolved, That the retail merchants will agree not to increase their average or normal force of help to handle the Christmas business; and be it further

Resolved, That the retail merchants will continue to urge their customers to carry their own packages whenever possible.

The Council informed the delegation that its views and requests would be taken under advisement.

Chairman Baker was not present during the latter half of the conference.

The meeting adjourned at six thirty o'clock p. m.

Attest:

(Signed) G. B. CLARKSON, *Secretary.*

522 Minutes of Meeting of Council of National Defense, August 29, 1918

There was held a special meeting of the Council of National Defense on Thursday, August 29, 1918, at 4:30 o'clock p. m., at the office of the Secretary of the Navy. There were present Chairman Baker, Secretary Daniels, Secretary Houston, Secretary Redfield, and the Secretary.

It was moved and carried that the following statement with regard to Christmas buying be issued to the public by the Secretary and that it be given the widest publicity:

The Council of National Defense has heretofore emphasized the necessity of restricting Christmas buying during the coming fall for certain specific reasons which it has stated. These reasons are, in brief, the necessity for saving labor and material in the manufacture and sale of Christmas gifts and of saving the transportation and delivery facilities necessarily involved in the large volume of Christmas purchases.

After conference with representatives of leading industries and retail interests concerned, it is found that the manufacture of goods for the coming holiday season has been substantially completed, that the transportation of the goods to the point of sale is also largely done, and that much of the material used for Christmas purchases, especially in the manufacture of toys, is the waste material derived from prior processes of manufacture.

The retail interests represented at the conference have agreed not to increase their working force by reason of the holiday business over the average force employed by them throughout the year and not to increase the normal working hours of their force during the Christmas season. They also agreed to use their utmost efforts to confine Christmas giving, except for young children, to useful articles and to spread the period for holiday purchases over the months of October, November, and December. In order to relieve the transportation facilities of the country from a congestion in the latter half of December, which would be so hurtful to the interests of the nation that it cannot be permitted, the retail interests represented at this hearing have agreed to cooperate further in the campaign heretofore and now being carried on under the auspices of the War Industries Board to restrict deliveries and to induce their customers to carry their own packages wherever possible.

The retail interests to which reference has been made have further agreed to make an announcement to the above substantial effect in their advertisements commencing in early September and repeating same weekly thereafter. The above suggestions, if faithfully and loyally put into effect throughout the
523 country will make possible a continuance of the holiday custom without endangering the national interests thereby.

The Council of National Defense will cooperate in carrying out the suggested measures. It looks to organized business bodies of every nature and throughout the country actively to join in the movement, as provided means whereby that cooperation between the government and the people can be had which alone will permit the continuance of holiday business in such form, on such scale, and by such methods as are consistent with the national welfare. This announcement is definitely conditioned upon loyal and thorough cooperation in spirit and in letter on the part of sellers and buyers throughout the country.

The merchants appearing before the Council were brought together by the Chamber of Commerce of the United States, acting through its General Secretary, Elliot Goodwin, and their names are as follows:

N. M. Henderson, The Henderson-Hoyt Company, Oshkosh, Wisconsin, Merchant.

A. S. Campbell, Louis Meyer & Son, Glove manufacturers of New York.

Charles Hurd, Jordan-Marsh Company, Boston, Mass., Buyer of Hosiery.

C. G. Nutting, Marshall Field & Co., Chicago, Ill., Buyer of Handkerchiefs.

Harry T. Grand, Marshall Field & Co., Chicago, Ill., Buyer of Toys.

A. C. Gilbert, A. C. Gilbert Co., New Haven, Conn., Manufacturer of Toys.

Voctor W. Sincere, The Bailey Co., Cleveland, Ohio, Merchant.

E. L. Howe, Secretary and Treasurer, National Retail Dry Goods Association, representing six hundred dry-goods and department stores of the country.

James B. Reynolds, Washington, D. C., attorney for the toy manufacturers.

H. C. Ives, Bridgeport, Conn., Toys.

Albert T. Scharps, Treasurer, Lionell Manufacturing Company, New York, Toys.

Fletcher D. Dodge, Secretary, Toy Manufacturers' Association of America.

The Secretary read the following letter to the Chairman of the Council from the Chairman of the War Industries Board, dated August 22, 1918:

The Honorable The SECRETARY OF WAR,
Washington, D. C.

MY DEAR MR. SECRETARY: Inspired by the exchange of letters between you and the President regarding the activities of the State Councils of National Defense—those splendid bodies of American business men—the thought comes to me that there may be a possibility of utilizing their services in a highly important connection with the work of the War Industries Board.

I am submitting a brief outline of the plan I have in mind to you as President of the Council of National Defense, in the hope that your view may coincide with mine and that I may gain your cooperation in effectuating the system. No one is more familiar than yourself with the necessity of increasing our fighting forces of men and materials, and the consequently heavy drain upon our resources caused by the increment. To meet the needs there
524 must be—as indeed there is—a constantly growing curtailment, elimination, or conversion of nonwar activities.

It is toward the end of curtailment that the State Councils can be of immediate value. These bodies are already organized and have a working knowledge of war work and war necessities and, of equal importance, knowledge of the things essential to the protection and supply of civilian needs. Their cooperation would prevent a heavy and unnecessary duplication of those tasks they are organized to handle.

It is very probable that at a later period there can be a widening of their field of usefulness, but for the present I should like to put into execution a plan whereby no application for building material or commodities employed for repair purposes shall be considered by the War Industries Board unless it has previously been passed upon and approved by the Council of National Defense in the state in which the application originates.

It is obviously impossible for the State Councils to pass the final judgment upon such matters, since they do not have a full picture of all of our varying and constantly changing war needs; but I have no doubt that with certain broad principles to guide them the councils could be of great value in eliminating at the point of origin such projects that are not of a necessitous nature.

I am not prepared to say that the War Industries Board would necessarily be committed to a favorable decision because of a State Council's approval of any project, but the Board would pledge itself to give fullest consideration to such enterprises as are so endorsed and would not receive without such endorsement.

It needs but slight study of the situation to see the advantage to be gained by the process I have here outlined. The members of the several State Councils being directly on the ground, will have a more intimate knowledge of the nature of the various demands that are now being pressed upon the attention of the War Industries Board in almost overwhelming number

Their approval or disapproval will greatly simplify the system of award and will, by reducing the volume, expedite the business of the Board and make for greater satisfaction for the applicants.

It is not necessary for me to repeat what is in your mind as well as mine, that every request should be scrutinized with the utmost care and granted only when the need is imperative.

If you agree with my view of the value of the instrumentality of the State Councils, I shall be glad to take the matter up with you or your representative, to the end of devising a definite system of procedure.

I am, my dear Mr. Secretary,

Yours very truly,

(Signed) B. M. BARUCH.

525 It was moved and carried that the Chairman of the War Industries Board be advised that the Council gave its hearty approval to the desire of the Chairman of the War Industries Board as expressed in the foregoing letter and that the Secretary take the proper steps to establish the necessary contacts between the War Industries Board and the State Councils of Defense.

After discussion, the following resolution was moved and carried:

Resolved, That the Council of National Defense hereby create a subordinate body to be known as the "Field Division of the Council of National Defense", said Field Division to be presided over by the Honorable Franklin K. Lane,

Secretary of the Interior, and the governing body of said Field Division, in addition to the Secretary of the Interior, to be composed of five men and five women; that Secretary Lane present to the Council the names of the five men to be selected and that the Woman's Committee present to the Council the names of ten women from whom five shall be selected by the Council to act on the said governing body, and that the Woman's Committee also recommend to the Council the names of women who, in the judgment of the Woman's Committee, shall be qualified to act as Director of the women's activities forming a part of said Field Division to the end that such a director be selected; that the selection of a man to act as Director of the activities of said Field Division, other than those pertaining exclusively to the activities of the women, be deferred until a later date, and that the organization of the State Councils Section as now existing be utilized as it is now composed in respect of personnel to carry on the present duties of coordinating the activities of the State Councils of Defense.

It was agreed that the Woman's Committee of the Council as at present constituted should continue until such time as the Field Division should be permanently established, and it has been demonstrated that a loss of morale need not be feared in connection with the direction of women's activities for the war throughout the country; the Woman's Committee in the meantime transferring to the Field Division as rapidly as the Field Division shall be able to take care of it, all of the work now being done by the Woman's Committee through its state divisions.

Thereupon, at 6:30 o'clock p. m., the meeting adjourned.

Attest:

(Signed) G. B. CLARKSON, *Secretary.*

526 Minutes of Meeting of Council of National Defense, September 10, 1918

There was held a special meeting of the Council of National Defense on Tuesday, September 10, 1918, at 4:30 o'clock p. m., in the office of the Secretary of the Navy. There were present Secretary Daniels (Acting Chairman), Secretary Lane, Secretary Wilson, and the Secretary.

Dr. John R. Mott appeared before the Council and stated the purposes and problems of the joint drive for funds by the Young Men's Christian Association, Young Women's Christian Association, National Catholic War Council, The Jewish Welfare Board, The Salvation Army, the American Library Association, and the War Camp Community Service, and asked the support of the Council of National Defense, particularly through the agencies of the State, County, and Community Councils in connection therewith.

Upon motion of Secretary Lane, the following resolution was adopted and the Secretary was directed to instruct the State Councils Section to take all necessary steps in harmony with the resolution:

Whereas the War Department has officially endorsed and the President of the United States has likewise sanctioned the joint drive for $170,500,000 to be conducted by the Young Men's Christian Association, the Young Women's Christian Association, the National Catholic War Council, The Jewish Welfare Board, the Salvation Army, the American Library Association, and the War Camp Community Service, from November 11th to 18th, inclusive, 1918; and

Whereas the Council of National Defense, composed of the Secretaries of War, Navy, Interior, Agriculture, Commerce, and Labor believe that the service which these agencies are rendering to promote the comfort, contentment, and efficiency of our soldiers and sailors and to maintain their morale, is emphatically in the national interest, and that therefore the forthcoming campaign should command the full support of the American people; and

Whereas the Council of National Defense believes that in view of the inevitable continual increase in the Army and Navy, a generous subscription to the said fund is highly desirable in the national interest: Therefore be it

Resolved, That the Council of National Defense in endorsing, as it does
527 endorse, the purposes of the said joint drive, direct, and it does hereby direct, the State Councils Section of the Council of National Defense to request the State Councils of Defense throughout the nation to do everything in their power to assist in making the campaign in question a complete success, placing their State, County, and Community Council machinery at the disposal of the joint-drive organization.

The Secretary introduced a letter addressed to the Council of National Defense by the American Council on Education dated September 3, 1918, signed by Donald J. Cowling, requesting that the Council of National Defense pay the expenses, amounting to $12,000 and upwards, of a commission coming to this country in October of this year composed of leading British educators. It was the sense of the meeting that the Council of National Defense could not assume this expenditure but that it would be glad, in accordance with action taken at the joint meeting of the Council and the Advisory Commission on January 7, 1918, to receive the visiting commission upon its arrival in Washington and to show it while here whatever courtesies possible. The Secretary was also directed to suggest to the American Council on Education that it address itself to the President with the possibility that the President might supply the necessary moneys from his own fund.

Thereupon, at 5:15 o'clock p. m., the meeting adjourned.

Attest:

(Signed) G. B. CLARKSON, *Secretary.*

528 Minutes of Meeting of the Council of National Defense, September 16, 1918

There was held a special meeting of the Council of National Defense on Monday, September 16, 1918, at 4:30 o'clock p. m., at the office of the Secretary of the Navy. There were present Secretary Daniels (Acting Chairman), Secretary Lane, Secretary Houston, Secretary Redfield, and the Secretary.

Secretary Lane presented the names of the following persons to serve on the governing committee of the newly created Field Division of the Council: Daniel Willard, Fuller Callaway, George L. Berry, H. M. Robinson, R. N. Bissell, Dr. Anna Howard Shaw, Mrs. Joseph R. Lamar, Mrs. Stanley McCormick, Miss Ida M. Tarbell, Miss Agnes Nestor.

It was moved and seconded that the foregoing personnel be approved.

Secretary Lane requested that Miss Hannah J. Patterson, of the Woman's Committee, and Grosvenor B. Clarkson, Secretary of the Council, be added to the governing committee. It was so moved and adopted.

Secretary Lane presented the nomination of the Woman's Committee of Miss Hannah J. Patterson to be associate director of the Field Division, and himself nominated Grosvenor B. Clarkson, Secretary of the Council, to act as Director of the Field Division. It was moved and adopted that both nominations be approved by the Council.

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Secretary Lane was authorized by the Council to appoint Mr. Arthur H. Fleming associate director of the Field Division if such action met with the approval of the women constituting the governing committee of the Field Division.

The Secretary introduced a memorandum to himself from the State Councils Section requesting that the Council consider the advisability of passing a resolution to the effect that the Council urge persons in the organizations of the State Councils of Defense, essential to the adequate execution of the programs transmitted to the State
529 Councils by the Council of National Defense, not to fail to apply for deferred classification in connection with the next draft for military service. It was the distinct sense of the meeting that the Council should take no action.

Upon Secretary Lane's raising the point of finances in connection with the new Field Division, and following on the Secretary's statement that the Council was running short of money, it was moved and adopted that Secretary Redfield be appointed to investigate the financial condition of the Council, and to that end confer with the Secretary and Business Manager thereof at an early date, making a report thereafter to the Council.

Thereupon, at 5:45 o'clock p. m., the meeting adjourned.

Attest:

(Signed) G. B. CLARKSON, *Secretary.*

530 Minutes of Meeting of Council of National Defense, September 24, 1918

There was held a special meeting of the Council of National Defense on Tuesday, September 24, 1918, at 4:30 o'clock p. m., at the office of the Secretary of the Navy. There were present Secretary Daniels (Acting Chairman), Secretary Redfield, and the Secretary. Mr. Percy R. Pyne, Business Manager of the Council, appeared before the meeting to submit figures in connection with the Council's finances.

The Chairman stated that he had conferred with Secretary Lane as to the purposes of the meeting and was authorized to vote for Secretary Lane on the measures coming up for discussion.

Secretary Redfield, in conformity with the recent action of the Council, submitted an oral report of the financial condition of the Council and analyzed the situation with regard to the present and future need for funds. He stated that in his judgment the Council needed an additional $200,000. He stated that he had further investigated the necessity of employing the thirteen additional clerks desired by Dr. Martin of the Advisory Commission in connection with certain emergency work for the Volunteer Medical Service Corps, and he moved and it was adopted that thirteen clerks be engaged for this work for a period not to exceed three months at an average compensation of $1,200. Before this motion was adopted Dr. Martin addressed the Council as to the necessity for such clerks.

It was moved and adopted that all employees of the Council now on the pay roll of the Council at salaries from $900 to $2,500, inclusive, per annum, be increased in the discretion of the Director of the

Council in the sum of $120 per annum, Secretary Redfield having stated that his examination of the salary list of the Council disclosed that the Council's employees were on the average being paid less than the clerks of the executive departments who had in addition received the recent increase of $120 per annum granted to them by the Congress.

531 It was recommended by Secretary Redfield and became the sense of the meeting that final action looking to the procurement of the $200,000 additional funds needed by the Council be deferred until the return of Mr. Gifford from France.

The Chairman, in behalf of Secretary Lane, introduced the following recommendation of a Committee of three appointed by Secretary Lane as Chairman of the Field Division of the Council:

We, the undersigned members of the Committee on Organization of the Field Division of the Council of National Defense, recommend that an estimate be prepared to show the probable normal expenditures of the Field Division based upon the current expenditures of both the State Councils Section and the Woman's Committee, and that the Council of National Defense be requested to set aside a lump sum equal to such estimate, and that as to any special work this Division may apply to the Council of National Defense for such additional funds as may be needed to meet the cost of such work.

We further recommend that the printing and mimeographing for the Division be done by the Council of National Defense on the approval of properly designated officer or officers of this Division, and that requisitions for furniture and supplies for the use of the Division may be made by the properly designated officer of this Division.

We further recommend that each Section of the Division furnish the Director of the Field Division with a budget of its probable expenditures for each month, and that drafts made against the funds set aside by the Council of National Defense for all expenditures shall be drawn by the Treasurer of the Division and approved by the Director or Associate Director.

(Signed) H. M. ROBINSON.
HANNAH J. PATTERSON.
MRS. JOSEPH R. LAMAR.

Upon motion of Secretary Redfield, the foregoing recommendation was adopted by the Council.

Thereupon, at 5:00 o'clock p. m., the meeting adjourned.

Attest:

(Signed) G. B. CLARKSON, *Secretary.*

532 Minutes of Meeting of Council of National Defense, October 15, 1918

There was held a special meeting of the Council of National Defense on Tuesday, October 15, 1918, at 4:30 o'clock p. m., at the office of the Secretary of the Navy. There were present Secretary Daniels, Secretary Lane, Secretary Redfield, Commissioner Hollis Godfrey, and the Director.

The meeting was in the form of a reception to the British Educational Mission. The following members of the Mission were present:

Dr. Arthur Everett Shipley, Sc. D., Vice Chancellor of the University of Cambridge, Master of Christ's College and Reader in Zoology.

Sir Henry Miers, Vice Chancellor of the University of Manchester and Professor of Crystallography.

The Rev. Edward Mewburn Walker, Fellow, Senior Tutor, and Librarian of Queen's College, Member of the Hebdomadal Council, Oxford University.

Sir Henry Jones, Professor of Moral Philosophy, University of Glasgow.

Dr. John Joly, M. A., B. A., Engineering, D. Sc., Profressor of Geology and Mineralogy, Trinity College, Dublin.

Miss Caroline Spurgeon, Professor of English Literature, Bedford College, University of London.

Miss Rose Sidgwick, Lecturer on Ancient History, University of Birmingham.

There were also present, representing the American Council on Education, President Donald J. Cowling and Professor William H. Schofield.

Attest:

(Signed) W. B. GIFFORD, *Director.*

533 Minutes of Meeting of Council of National Defense, October 21, 1918

There was held a special meeting of the Council of National Defense on Monday, October 21, 1918, at 4:30 o'clock p. m., at the office of the Secretary of War. There were present all members of the Council, Commissioner Martin, and the Director.

Commissioner Martin introduced the following distinguished visitors from abroad:

Professor Raffaele Bastianelli, of Rome, Italy, Lieutenant Colonel in the Italian Army Medical Service, in command of an automobile surgical ambulance unit on the Monte Grappa front. Member of the faculty of the Royal University of Rome, and one of the best known surgeons in Rome.

Major Pierre Duval, of Paris, Professor of the Faculty of Medicine of the University of Paris, and Consulting Surgeon, lately in charge of a large base hospital at Pontoise.

Dr. Henri Beclere, of Paris, noted X-ray expert.

Sir Thoms Myles, of Dublin, Ireland, formerly President of the College of Surgeons of Ireland. He is an authority on the organization of "Command Depots" of the British Army Medical Service, and also on curative workshops.

Major George Grey Turner, surgeon of Newcastle-on-Tyne; served in the Mesopotamia campaign in the early part of the war.

Colonel George E. Gask, D. S. O., of London, Consulting Surgeon of the British 4th Army in France, on staff of General Sir Henry Rawlinson, and is an authority on the treatment of gunshot wounds.

Lieutenant Colonels F. F. Simpson and George Brewer, U. S. A., were also present. Short addresses were made by Sir Thomas Myles, Prof. Duval, Prof. Bastianelli, and Lt. Col. Brewer.

After expressions of welcome on behalf of the Council by the Chairman, the visitors, including Commissioners Martin, withdrew from the meeting.

The Director stated that the War Service Committee of the Retail Dry Goods and Department Stores had urged that the Council further define the meaning of the following statement in their pronouncement of September 3rd with reference to Christmas buying.

534 The retail interests represented have agreed not to increase their working force by reason of the holiday business over the average force employed by them throughout the year.

The War Service Committee maintained that if the phaseology contained in the above is strictly adhered to many stores would be unable to have the usual number of clerks on their pay roll even during November, as the number of clerks usually employed in the month of November is, in many cases, in excess of the yearly average. The Committee also made the suggestion that the restriction as to working hours should be modified, inasmuch as the influenza epidemic had prevented the early shopping originally contemplated.

After a full discussion, it was agreed that the Council's pronouncement be changed to the extent of allowing the merchants to employ a force during November and December not in excess of the number employed at any time during November 1917, in case that number is in excess of the average force employed throughout the year.

It was agreed that no change should be made in the Council's ruling as to working hours.

The Director brought up for consideration letters from Mr. Max Pam to Secretary Baker, dated August 8 and October 14, 1918, with reference to the attitude of the government toward Grand Opera during the war. It was agreed that the Director should send to the members of the Council for their consideration at the next meeting a draft of a pronouncement to be made by the Council setting forth the Council's attitude toward artistic work in general during war time.

Thereupon, at 5:30 o'clock p. m., the meeting adjourned.

Attest:

(Signed) W. E. GIFFORD, *Director.*

535 Minutes of Meeting of Council of National Defense, October 29, 1918

There was held a special meeting of the Council of National Defense on Tuesday, October 29, 1918, at 5:00 o'clock p. m., at the office of the Secretary of War. There were present Secretary Baker, Chairman; Secretary Lane; Secretary Houston; Secretary Redfield; Secretary Wilson; and the Director.

The Chairman referred to a communication which he had received from Mr. Vail, of the American Telephone and Telegraph Company, under date of October 21st, requesting that, if possible, Mr. W. S. Gifford be released from his duties as Director of the Council so that he can return to the Telephone Company at as early a date as the convenience of the Council will permit.

After a full discussion of the matter, in which Mr. Gifford presented his views, which are set forth in his formal letter of resignation of October 29th, the Council voted that an appropriate minute should be prepared and spread upon the records of the Council accepting Mr. Gifford's resignation with regret, such resignation to

be effective at as early a date as is consistent with the good of the work, and the Chairman was directed to advise Mr. Vail that the Council had approved of his request that Mr. Gifford return to the Telephone Company at this time.

It was voted that Mr. Clarkson assume the duties of Director, in addition to those of Secretary, becoming Acting Director at his present salary pending further action by the Council on this matter.

The Chairman stated that Mr. Baruch had informed the Director that the War Industries Board was desirous of continuing to occupy its present space in the Council Building, although the new War Industries Board Building was expected to be ready about the middle of November. It was voted that the Director should inform Mr. Baruch that the Council must have five of the nine wings now occupied by the War Industries Board in the Council Building by December 1, and the Director was authorized to cancel the leases on rented space now occupied by the Council.

536 With further reference to the matter of the Chicago Opera Company, the Council voted that while not approving or disapproving of a specific undertaking of this sort, it approved of the following general pronouncement relative to such artistic endeavors:

During war time the Council of National Defense holds it to be wise and desirable that, so far as is consistent with the national military and industrial needs, all activities pertaining to the arts and to legitimate entertainment and amusement be maintained. The Council believes it to be vital that the people of the country to as great an extent as possible may have the recreation and stimulus which can come only through the maintenance of the best artistic and entertainment influences of the country.

The Director was authorized to notify Mr. Max Pam of this action.

With reference to the monthly joint meeting of the Council and Advisory Commission which should, according to the rules of the Council, be held on Monday, November 4, 1918, it was voted that due to the absence from the city of so many members of the Advisory Commission, the meeting be deferred subject to call.

Thereupon, at 5:45 o'clock p. m., the meeting adjourned.

Attest:

(Signed) W. E. GIFFORD, *Director.*

537 [Copy]

WAR DEPARTMENT,
Washington, October 30, 1918.

MY DEAR MR. GIFFORD: The Council of National Defense has charged me with the expression of its deep appreciation of the services which you have rendered as director and to express its regret at your separation from the public service and from the work of the Council. Your letter submitting your resignation very generously leaves the Council to determine whether the exigencies of the public business justify its acceptance. We have, therefore, weighed the matter and feel that we would not be justified in asking Mr. Vail and the Telephone Company further to extend your leave of absence in view of the circumstances recited by your letter, and also in view of the fact that much of the constructive work which the Council was called upon to undertake in the preparation of the country for war activities has now been performed and committed to regularly organized parts of established agencies of the Government for future performance. We, therefore, reluctantly accept the resignation.

The termination of your activity as Director of the Council gives me an opportunity to express the grateful appreciation of the Council for the energy, loyalty, and success with which you have acted as the executive officer since the formation of the Council. The work entrusted to us and to you was difficult, urgent, and of great importance; to its successful performance you have contributed at every point, and it will always be a satisfaction to you to know that the members of the Council feel that the conversion of America from a country at peace to a country prepared for war and waging war successfully was the work in which you had borne a helpful and considerable part.

Cordially yours,

(Signed) NEWTON D. BAKER.

MR. WALTER S. GIFFORD,
Director, Council of National Defense.

538 Minutes of Meeting of Council of National Defense, November 18, 1918

There was held a special meeting of the Council of National Defense in the office of the Secretary of War at 4:30 p. m., Monday, November 18, 1918. There were present the Chairman and the Secretary of the Navy, the Secretary of Agriculture, the Secretary of Commerce, the Secretary of Labor, and the Acting Director of the Council.

The Chairman reviewed the history of the work of the Council of National Defense since this country's entrance into the war and referred to the problems of reconstruction now arising, introducing particularly the matter of the continuance of the state councils of defense as an arm of the federal government during the reconstruction period. A general and lengthy discussion thereon was entered into by all of the members of the Council and the Acting Director, with the result that the Council agreed to present its views to the President of the United States either during or following on the Cabinet meeting to be held on the following day.

The Acting Director read a letter from the Resident Director of the Woman's Committee to the Secretary of War stating that the Woman's Committee of the Council had requested her to convey to the Secretary of War the Committee's desire to call a conference of the honorary committee of the Woman's Committee with the purpose of considering the problems of interest to women arising in connection with the demobilization of the army and reorganization and readjustment of our civil life. It was the sense of the Council that the proposed meeting should be discouraged at this time and the Acting Director was directed so to notify the Woman's Committee through its Resident Director.

Thereupon the meeting adjourned at 6:05 p. m.

Attest: (Signed) GROSVENOR CLARKSON,
Acting Director.

539 Minutes of Meeting of the Council of National Defense, November 29, 1918

There was held a special meeting of the Council of National Defense at the office of the Secretary of War at 11:00 o'clock a. m., November 29, 1918. There were present, in addition to the members of the Council, the following: Messrs. B. M. Baruch, chairman War Industries Board; George N. Peek, member of the War Industries Board; H. A. Garfield, Fuel Administrator; R. C. Leffingwell, representing the Treasury Department; and Edgar Richard, Acting Food Administrator.

The subject under discussion was generally the question of industrial reconstruction and the transfer to the permanent government departments of such functions of the emergency war agencies as could be speedily undertaken. The result of the meeting was that the Chairman of the Council of National Defense was directed to write to the President expressing the view that in general the problem of reconstruction was rather one of removing restrictions imposed during the progress of the war than of formulating any new policy, it being the thought of all present that American industry and commerce would reassert itself and undertake peace-time occupations as soon as the raw material and labor of the country were available for such resumption. Mr. Baruch stated that the War Industries Board was being dissolved and that he had arranged to have its functions, so far as remained, distributed in the several departments. Mr. Rickard and Secretary Houston pointed out that certain of the work of the Food Administration was being turned over to the Depart-
540 ment of Agriculture, and it was thought that the emergency agencies would be able rapidly to withdraw from their war work, with the exception of the War Trade Board, which will continue to have very important work.

It was decided that the whole situation was too much in a state to be worked out to permit any very definite publicity statement with regard to the outcome of the meeting.

Attest: (Signed) NEWTON BAKER, *Chairman.*

541 Minutes of Meeting of the Council of National Defense, December 2, 1918

There was held a special meeting of the Council of National Defense in the office of the Secretary of War at 4:00 p. m., Monday, 2 December. 1918. There were present the Chairman, and the Secretary of the Navy, the Secretary of the Interior, the Secretary of Agriculture, the Secretary of Labor, and the Acting Director of the Council.

Just as the meeting came to order the President of the United States entered and the meeting was adjourned for twenty minutes.

Upon resuming business the Acting Director read the following telegram, which he stated the Department of Labor wished the Council of National Defense to transmit to the state councils of defense:

Supplementing telegram November twenty-nine concerning local Bureaus for Returning Soldiers, Sailors, and War Workers, Council National Defense unites with United States Department Labor in urging State Councils Defense with their full local organization to unite with United States Employment Service and Community Labor Boards in meeting Employment situation caused by demobilization of army and industrial readjustment. United States Employment Service is directing Federal State Employment Directors to work through Council Defense machinery. Council National Defense requests you to assist Federal State Employment Director according to following plan:

1. (a) Request local Defense Councils through the State, uniting with community Labor Boards which will invite their assistance wherever such Boards exist, to call meeting of representatives of organizations interested in caring for returning soldiers for purpose of choosing a management Committee and a Bureau Manager who will become agent to United States Department Labor authorized to use its frank;

(b) And to create and operate such bureaus for returning soldiers, sailors, and war workers and officers as are locally deemed necessary to meet local employment emergency and provide for the coordination and central direction of all voluntary agencies.

2. Request local Councils to assist Bureau manager with all means in their power especially through securing offices, volunteer assistants, and making available the ramifying local Council Defense organization and its prestige for the conduct of this work.

542 3. Printed instruction sheets for operation of bureaus will be forwarded to you at early date for transmission to your local councils.

4. In order that direct responsibility of Department Labor for conduct of this work may not be impaired final decision as to matters of policy must rest with Federal State Employment director acting under instructions of United States Department Labor.

Federal State Director will, of course, not interfere with procedure employed by State Council in working through its local Councils. Adjustment as to detail procedure for mobilization for your state should be worked out between you and Federal State Employment Director. After this conference please report to us immediately the plans which you have made. Following is wire of Director General of Employment Service to Federal State Directors: Quote. In establishing bureaus for returning soldiers, sailors, and war workers arrange with State Councils of Defense to make use so far as possible of all their machinery and proceed as follows:

Community Labor Board wherever existing should invite local Councils of Defense to unite in calling together meetings of parties interested to form Management Committee, with smaller executive committee, if wanted, which will direct local activities of bureau, secure offices, volunteer assistants, and otherwise.

Where you have no Community Labor Board arrange with State Council of Defense to have their local Council act for this purpose with powers of such Board.

Make sure that representatives of Labor are on all such Management Committees.

County farm agents should everywhere be connected with machinery to be established so that they may furnish bureaus all available information as to positions upon farms and that the national effort to get men back to the farms may be fully emphasized. Such committees should appoint a local Bureau Manager to be in constant charge of office where all information as to positions open may be centralized for use by all agencies and in which all organizations interested may have representatives working with common forms and methods and using joint resources to secure for the returning soldiers, sailors, and war workers the positions for which they are best fitted.

Such manager may be someone now employed by this Service, where advisable, otherwise his salary should be arranged for locally by Management Committee in which case he will be appointed Special Agent of this Service, nominal salary, to secure franking privileges and be under your instructions. He will use Employment Service forms provided by you or substantially same forms bearing imprint of local bureau and of this Service. He will report under clearance system established by you.

The full authority of the local management committee over the local bureau should be recognized so far as is consistent with a national coordinated system. Work out all details at once in conjunction with officer in charge of State Council of Defense.

543 After reading this telegram, the Acting Director stated that this put up very sharply to the Council the question of whether or not the council of defense system should be continued for federal purposes during the demobilization period. A long discussion ensued, participated in by everybody present, at the end of which the Acting Director suggested the adoption of a resolution to meet the situation with regard to holding the state councils of defense together. After consideration of this resolution it was adopted in the following form:

Resolved by the Council of National Defense, composed of the Secretaries of War, Navy, Interior, Commerce, Agriculture, and Labor, That the council of

defense system, comprised of state, county, community, and municipal councils, and the state divisions of the Woman's Committee of the Council of National Defense, be continued in the national interest for the purpose of cooperating with and supplementing federal agencies in meeting the exigencies and emergencies incident to post-war readjustment, and especially for the purpose of bringing about a normal demobilization of soldiers, sailors, and war workers to the end that they may most wisely be reabsorbed into peace-time pursuits; and be it further

Resolved, That to consummate this purpose, the Council of National Defense recommends, and it does hereby recommend, to the several governors, state councils of defense, and state legislatures that all legislative acts creating state councils or committees of public safety be so amended where necessary as to make it possible for the council of defense system throughout the country to perform the foregoing functions so long as shall appear to be necessary.

It was also moved and adopted that the telegram hereinabove quoted should be sent.

It was further agreed that Secretary Lane, as chairman of the Field Division of the Council, should in the near future write the state councils with regard to their future functions, calling to their attention the possible desirability of their continuing as state organizations after the withdrawal of Federal direction and coordination.

The Chairman read a letter to him from Mr. Roy D. Chapin, chairman of the Highways Transport Committee of the Council; and, after discussion as to the ultimate disposition of the work of the
544 Highways Transport Committee, it was agreed that no action should be taken until Mr. Chapin had an opportunity to present the situation in respect of his committee to the Council, and the Acting Director was directed to arrange a meeting of the Council to that end.

The Acting Director introduced the general subject of the Council's finances and the desirability of taking immediate action as to curtailing expenses. He stated that if the organization were to be continued in its present form there would be a deficiency of funds for the months of April, May, and June. The Council thereupon directed him to make all necessary curtailment of expenses so that the funds now in hand should last as long as possible throughout the present fiscal year. He was further directed to request Surgeon General Ireland, of the Army, to confer with Surgeon General Braisted, of the Navy, and Surgeon General Blue, of the Public Health Service, so that the three Surgeons General might at the earliest possible date examine into the work of the Medical Section and General Medical Board of the Council, reporting to the Council their judgment as to what part, if any, of the work of the Medical Section and General Medical Board should be continued under the Council. It was likewise agreed that the Secretary of Labor should for the same purpose confer with Mr. Mathew Woll, the active head of the Committee on Labor of the Advisory Commission of the Council.

The Acting Director asked as to the Council's policy with regard to the manner of separation from the service of employees of the Council whose services would no longer be required, and he was directed to give such persons two weeks' notice and to request them to leave their names and addresses with the Council so that there could accrue to them any financial reimbursement that might be decided upon by Congress in connection with transportation to their homes.

Attest:

(Signed) G. B. CLARKSON,
Acting Director.

545 Minutes of Meeting of the Council of National Defense, December 20, 1918

There was held a special meeting of the Council of National Defense at the office of the Secretary of War at 4:30 o'clock P. M. December 20, 1918. There were present the Secretary of War, the Secretary of the Navy, the Secretary of the Interior, the Secretary of Agriculture, the Secretary of Commerce, and the Acting Director.

The Acting Director made oral report of the reorganization of the Council's finances since the signing of the armistice, stating that the readjustment made had overcome the threatened deficiency of one hundred fifty thousand dollars for the months of April, May, and June 1919, and that the Council could get through until the end of the year without asking for a deficiency appropriation. The Acting Director further stated that he had reduced the personnel of the Council from 303 to 183 persons. The report was accepted and approved by the Council.

The Acting Director exhibited telegrams from thirty-six States and letters from twelve States guaranteeing cooperation in the labor employment work being conducted by the Council in connection with the Department of Labor.

The Acting Director introduced a draft of a telegram which the Assistant Director of the United States Employment Service requested that the Chairman of the Council should send to State Councils of Defense regarding reemployment of discharged soldiers and sailors. The Council agreed that that telegram should be forwarded in amended form if wholly agreeable to the Secretary of Labor, who was not present at the meeting.

546 The Acting Director inquired of the Council what attitude he should take with the Committee on Appropriations of the House of Representatives with regard to asking appropriations for the Council of National Defense for the fiscal year beginning July 1st, 1919. He was directed by the Council to advise the Chairman of the House Committee on Appropriations that the Council desired funds for the period stated on the basis of the original appropriation to the Council by Congress, namely $200,000, and further to advise the House Committee on Appropriations that it was accordingly the intention of the Council to transfer its functions from a wartime basis back to the peacetime basis as laid down in the act of Congress creating the Council.

The Acting Director brought up for consideration the disposition of the files of the War Industries Board stating that in his judgment most of them should be permanently lodged with the Council of National Defense, and he was directed to take up the matter with the Chairman of the War Industries Board to ascertain what arrangement could be made.

The Acting Director read (a) letter of appreciation from the Nursing Committee of the General Medical Board of the Council of National Defense regarding the successful efforts of the Council in enrolling more than thirteen thousand nurses for the U. S. Student Nurse Reserve, and (b) letter from the Chairman of the Illinois State Division of the Woman's Committee of the Council expressing that division's desire to continue its work. The Acting Director stated that the last-named letter was typical of the desire of the women's

organizations throughout the country under the Woman's Committee to carry on their labors on a permanent basis in the national interest.

The Secretary of Commerce requested that the Conservation
547 Division of his Department be allowed to continue occupancy of its space in the Council of National Defense Building. The Council acceded to this request upon agreement with the Secretary of Commerce that the said Conservation Division should pay its pro-rata share of the running expenses of the Council of National Defense Building on the same basis as in the past paid by the War Industries Board.

There then came up for consideration the election of a Director of the Council and the Acting Director was requested to leave the conference so that the members of the Council might consider the matter. Following upon such consideration the Chairman of the Council informed Mr. Clarkson, and directed him so to spread in the minutes, that he, Grosvenor B. Clarkson, had been elected Director of the Council of National Defense, to be compensated on the basis provided for in the existing resolution with regard to the salary of the Director. The Council further agreed that the office of Secretary of the Council should be vacated.

Thereupon, at 6:20 o'clock p. m., the meeting adjourned.

Attest:

(Signed) GROSVENOR CLARKSON, *Director.*

548 **Minutes of Meeting of the Council of National Defense, May 19, 1919**

There was held a special meeting of the Council of National Defense in the office of the Secretary of War at 4 o'clock P. M., May 19, 1919. There were present all of the members of the Council and the Director.

The Chairman introduced the plans for the reorganization of the Council on a peace-time basis as prepared and transmitted to the members of the Council by the Director under date of May 9, 1919. These plans included a chart dated May 1, 1919. The Director elucidated the plans and a full discussion in connection therewith was entered upon by all members of the Council and the Director. The Director made oral report of the substance of his conversations on May 13, May 15, and May 16, 1919, with Mr. Will H. Hays, Chairman of the Republican National Committee, concerning the said plans, and stated that Mr. Hays in substance endorsed them as presented to him by the Director.

It was agreed that further discussion of the plans was necessary before submitting estimates to Congress of the Council's operation during the forthcoming fiscal year, and a meeting was set for Thursday, May 22, at 4 o'clock P. M., in the office of the Secretary of War.

Thereupon, at 5:45 P. M., the meeting adjourned.

Attest:

(Signed) GROSVENOR CLARKSON, *Director.*

549 **Minutes of Meeting of the Council of National Defense, May 22, 1919**

There was held a special meeting of the Council of National Defense in the Council of National Defense building at 4 o'clock P. M., Thursday, May 22, 1919. There were present the Secretary of War, the Secretary of the Navy, the Secretary of Agriculture, the Secretary of Commerce, the Secretary of Labor, and the Director.

The meeting was entirely devoted to a discussion of the reorganization plans of the Council for its peace-time operation. After full discussion on the part of all members of the Council present and the Director, it was moved and adopted that the Secretary of Agriculture and the Director confer together as soon as possible, to the end of preparing a revised and concrete plan for submission to Congress in connection with the Council's estimates for the fiscal year of 1919–1920.

The Director stated that the Secretary of the Interior informed him that though he could not be present at the meeting, he substantially endorsed the plan submitted at the previous meeting, the endorsement to be on the understanding that the Council was to be in its peace-time work primarily a liaison organization in matters concerning the national defense.

Thereupon, at 6 o'clock P. M., the meeting adjourned.

Attest:

(Signed) GROSVENOR CLARKSON, *Director.*

550 **Minutes of Meeting of the Council of National Defense, September 5, 1919**

There was held a special meeting of the Council of National Defense in the office of the Secretary of War at 4:50 o'clock P. M. on Friday, September 5, 1919. There were present the Secretary of War, the Secretary of Agriculture, the Secretary of Commerce, the Secretary of Labor, and the Director.

The Secretary of Commerce stated that the Secretary of the Interior had informed him and the Secretary of Agriculture a few minutes before that the Council could consider that he would act in conformity with whatever action they, the Secretary of Agriculture and the Secretary of Commerce, might take in the Council meeting.

The Chairman stated that he had called a meeting following upon the suggestion of Mr. Henry P. Davison that the Council make an educational campaign throughout the country to inculcate into the people the causes of the high cost of living, and to induce intelligent and right thinking thereon. After an hour's discussion of the subject by all present it was agreed that the Council should undertake such a campaign, and the Director was asked to take all possible steps to that end, utilizing insofar as possible the state, county, and community agencies which worked in cooperation with the Council throughout the war. The Chairman stated that he would communicate with the Attorney General and with the Federal Trade Commission to ascertain if in any way the proposed campaign would conflict with operations in connection with the high-cost-of-living program being or to be carried forward by the Department of Justice or the Federal Trade Commission.

The Director submitted a memorandum to the Council bear-
551 ing on Council activities relative to the high-cost-of-living problem.

Thereupon, at 5:50 o'clock P. M., the meeting adjourned.

Attest:

(Signed) GROSVENOR CLARKSON, *Director.*

551a COUNCIL OF NATIONAL DEFENSE,
Washington, September 5, 1919.

Memorandum to the Members of the Council of National Defense.
From: Grosvenor B. Clarkson, Director of the Council.
Subject: Council Activities relative to the High-Cost-of-Living Problem.

In order to fulfill the obligations entrusted to it in the original act the Council of National Defense must—

1. Be informed as to methods of stimulation and adjustment of production and distribution generally (including knowledge of the machinery for bringing about cooperation to this end).
2. Be particularly informed concerning the production and distribution of materials needed in times of defense (including knowledge of all the potential conversion possibilities).
3. Be informed concerning production of the essentials of life as these become vital problems in time of crisis.
4. Be informed concerning the requirements, national and international, the knowledge of which is essential to properly study or to give advice on any of the three above-mentioned subjects.

In view of these several obligations of the Council of National Defense, it is highly proper, if not indeed its obligated duty, that the Council pre-
551b pare studies of the present post-war industrial readjustment, commonly being discussed under the title of "The High Cost of Living", these studies to be a focalization of the particular information gathered by various agencies of the Federal Government, insofar as they pertain to these subjects, and to be supplemented by especial inquiries conducted by the council.

I, therefore, recommend that in the present situation the staff of the Council be authorized to make specific studies in problems of production and distribution, especially of the essentials of life, giving due consideration to both the national and international aspects of the problem.

1. Specifically it shall prepare minor and more detailed reports similar to the report released August 31.
2. It shall prepare for publication the general report now almost completed in the Reconstruction Research Division on industrial conditions at the close of the war and production since the war.
3. It shall be authorized to make periodic reports based on the findings and supplemented as necessary on production and distribution of essential commodities in the United States.
4. It shall make a study of the problem of the relation of normal and progressive standards of living in terms of national production.
5. It shall be authorized to conduct such education in regard to the noncontroversial facts as will stabilize industrial conditions and tend to create confidence in this period of readjustment.

551c In carrying out the activities just outlined the staff of the Council would be commencing a study of the field in which, by the nature of its act, it would permanently operate. The making of specific studies by the staff, as these may be assigned by the Council, would, during the next four months, not only result in findings which could be judged on their merits, but would also give sound basis for recommendations for constructive work in connection with the reorganization of the Council on a peace-time basis.

If it seems wise to the Council, studies of how information collected could best be made available to the public might well be made. These studies, and, if desired, even experiments, might well lend to sound recommendations concerning the setting up of a division of operations or the educational division of a permanent Council.

552 Minutes of Meeting of Council of National Defense, October 27, 1919

There was held a special meeting of the Council of National Defense in the office of the Secretary of War, at 5 o'clock p. m., October 27, 1919. There were present the Secretary of War, the Secretary of the Navy, the Secretary of the Interior, the Secretary of Commerce, the Secretary of Labor, and the Director.

The Director stated that it had become necessary to formulate more specifically the future operations of the Council under the provisions of the act creating it, and to map out its future work. The Chairman responded that he was sensible of this, and reviewed the situation. There ensued discussion as to what should be considered the proper functions of the Council under the terms of the act, and it was the sense of the meeting that the Council should not inject itself unduly into the present troubles between labor and capital, but should confine its future efforts chiefly to consideration of the national defense as specifically laid down or implied in the act.

The Council, after full discussion of the matter, voted to create, and did create, a subordinate body to be formed of a representative from each of the departments headed by members of the Council, these representatives to be appointed by the respective secretaries—the purpose of the body being to bring about proper liaison in national-defense matters between the executive departments and, as an inherent function of its work, to address itself to the Council's duties under the act, making report thereon to the Council along with recommendations as to the best manner in which to translate those duties into procedures and action.

The meeting thereupon, at 6 o'clock p. m., adjourned.

Attest:

(Signed) GROSVENOR CLARKSON, *Director.*

553 Minutes of Meeting of Council of National Defense, February 21, 1920

There was held a special meeting of the Council of National Defense in the office of the Secretary of War at 10 o'clock A. M., Saturday, February 21, 1920. There were present the Secretary of War, the Secretary of the Navy, the Secretary of Commerce, the Secretary of Labor, and the Director.

The Chairman put before the Council the present situation in respect of the Council's request for appropriations from Congress, both for the remainder of the current fiscal year, and for the fiscal year beginning 1920–21. After full discussion by the members of the Council and the Director the Chairman was authorized by the Council, first, to state to the Congress that the Council could perform its functions under the act only upon the basis of certain minimum sums of money already stated to the Congress as necessary for the Council's operation, and that in the event the Congress should appropriate to the Council less money than the Council considered adequate responsibly and efficiently to perform its functions under the act, responsibility for the failure to provide the Council with such adequate funds should be correctly understood to be lodged with the Congress and not with the Council; and, second, that the Chairman should communicate with the Joint Conference Committee of the House and Senate considering the Council's item in the present Urgent Deficiency Bill, and request the said committee to add to the amendment offered by Senator McKellar, and passed by the Senate, limiting to $4,000 per annum all salaries paid under the Council, the following: "except and only as specifically approved by the Council of National Defense as a whole", or the equivalent thereof.

554 The Chairman stated that the Director, being no longer able to neglect his personal affairs, had offered his resignation, and that he, the Chairman, had accepted it subject to the approval of the Council in the feeling that the Director, in view of his personal circumstances, should no longer be asked to remain in the service. On motion of the Secretary of Labor, a resolution was passed accepting the Director's resignation, and requesting the Chairman to formulate a statement of appreciation of the Director's services to be incorporated into the minutes of the Council; and the same resolution provided that Dr. Herbert N. Shenton, now head of the research division of the Council, be, beginning March 1st, 1920, appointed acting director of the Council, his compensation to be on a per diem basis at the rate of $6,000 per annum for the time actually employed in the service of the Council.

The Director made the following statement:

Before taking leave officially of the members of the Council I should like to make an expression.

I am particularly grateful to you gentlemen for at least two things: first, during a period of more than three years of great pressure and often of great strain, I have never had anything but the most unfailing courtesy and thorough-going consideration from the members of the Council. I do not believe any public officer ever more distinctly found himself in an atmosphere common to gentlemen.

Second, during all of this time no member of the Council has ever asked me to make an appointment or to take an administrative action on a personal or political basis. Belonging, as I have, to another political party, that is a matter on which I am somewhat qualified to speak, and after leaving office I intend to make public record of it at the proper time and in the proper way.

The Chairman responded to the foregoing statement by saying, among other things, that the members of the Council had from the first understood both the necessity and the patriotism of building its war-time organization on a nonpartisan basis, and that credit for the nonpartisan policy of administering the work of the
555 Council was also due in great measure both to the present director and his predecessor, both of whom, in the judgment of the Chairman, had, in their direction of the Council's work, been influenced at no time by partisan considerations.

Thereupon, at 11 o'clock a. m., the meeting adjourned.

Attest:

(Signed) GROSVENOR CLARKSON,
Director.

By direction of the Council of National Defense, the following minute will be entered in the record of the meeting of February 21, 1920.

The resignation of Mr. Grosvenor B. Clarkson as Director of the Council of National Defense having been tendered, the Council desires to place in its records a statement of its regret at the loss of his services and of its appreciation of the zeal, energy, sympathy, and intelligence with which he has administered the office of Director of the Council of National Defense from his assumption of the duties. Dealing with an experimental and newly initiated Governmental agency, called upon by the emergency of war to expand its activities with great rapidity and upon a tremendous scale, then

called upon by the cessation of hostilities to undertake intricate studies of reorganization and reconstruction, Mr. Clarkson has met his tasks with unflagging industry and fine devotion to the interests of the Government. Whether or not the Congress shall see fit to continue and enlarge the activities of the Council cannot now be foreseen with certainty, but the fruits of the constructive imagination with which Mr. Clarkson has administered its affairs and forecast the lines of future usefulness will remain of permanent value.

NEWTON D. BAKER,
Secretary of War and Chairman of the Council of National Defense.

556 Minutes of Meeting of Council of National Defense, March 8, 1920

There was held a special meeting of the Council of National Defense in the office of the Secretary of War at 4:30 o'clock p. m., Monday, March 8, 1920. There were present the Secretary of War, the Secretary of the Navy, the Acting Secretary of the Interior,[1] the Secretary of Agriculture, the Secretary of Commerce, and the Acting Director.

There appeared before the Council Dr. Van H. Manning, Director of the Bureau of Mines of the Interior Department, and Mr. Wesley Frost, of the Foreign Trade Advisor's Office, Department of State. The Council took up the consideration of the production of petroleum and its products. The situation was carefully reviewed by Dr. Manning. Following a careful discussion of the entire situation including comments by Mr. Frost in behalf of the Department of State, the Council willed that the Chairman summarize the discussion and recommendations in a report to be made to the President of the United States.

At this point Dr. Manning and Mr. Frost retired from the meeting.

The Acting Director of the Council called attention to the fact that the Deficiency Bill had been amended so that in the Council's appropriation the clause "That no salary shall be paid to any officer or employee of the council in excess of $4,000 per annum", now reads "That no salary shall be paid to any officer or employee of the council in excess of $6,000 per annum." The proviso phase "except and only as specifically approved by the Council of National Defense as a whole" was not included in the Bill as reported back by the conferees and passed upon by the House and Senate, according to
557 the statement of Chairman Good.

The Acting Director requested to be advised as to whether or not the motion of the previous meeting making the proviso just mentioned implied that the Council should act upon salaries of over $4,000 per annum. Secretary Daniels stated that whether or not the same was implied in the ruling of the last session, he moved that such be the practice. The motion was passed and the Acting Direc-

[1] Acting Secretary of the Interior Vogelsang represented the Secretary of the Interior, Mr. Lane's resignation being effective March first and Judge Payne not as yet having taken the oath of office.

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tor was requested to report on such salaries. He then made the following statement: "At the recommendation of the Council, the Acting Director was to receive a salary at a per diem rate equivalent to $6,000 per annum. He is being paid at that rate beginning March first." The Chairman then stated that it was his understanding that the Acting Director was to continue in the service of Columbia University and that he was not receiving a per diem allowance for the days which were devoted to the activities of the University. The Acting Director stated that this was correct, and the Council approved the arrangement. The salary of Mr. E. K. Ellsworth was then discussed, the Acting Director making the following statement: "Previous to submitting his resignation, Director Clarkson authorized an advance in salary to Mr. E. K. Ellsworth from $4,800 to $5,600 per annum, this to be charged to the funds received for the liquidation of the Committee on Public Information accounts." The Chairman of the Council raised the point that on March first Mr. Ellsworth had recorded his salary before the Appropriations Committee of the House at the rate of $4,800 per annum. The Council deemed it wise that at the present time, in fairness to the Appropriations Committee, the salary should be continued at the former rate. The Acting Director then recommended that the salary of Mr. G. A. Weber, as Statistical Expert, be advanced to the rate of $4,200 per annum and the salary of Mr. C. H. Chase, as Economic Expert, be advanced to the rate of $4,200 per annum, in each case to take effect March first, in accord with an agreement understood between himself and these men some time since and on which
558 account they had remained in the service of the Council. The Council approved the recommendations concerning the salaries of Mr. Chase and Mr. Weber. The Chairman, upon inquiry, was informed that there were no other salaries of over $4,000 per annum in the Council.

The Acting Director was informed, upon request, that the Council had no unfinished business.

The attention of the Council was called to the requests for the use of the mailing lists held by the Council, particularly those of the former Field Division, the State Councils organizations and the Womans Committee organizations. A request had been made by Secretary Lane previous to his resignation for the use of these lists in connection with inviting guests to the meeting which he was calling for community organization. A request had also been received for the use of the same in calling attention to the erection of the National Victory Memorial Building by the George Washington Memorial Association. The matter was carefully discussed and it was the general will and agreement of the Council that such lists should in no case be given out. If, however, any persons or agencies desire the use of the lists for the promotion of the "national security or welfare", the Council should, upon proper request, address communications to the persons on the lists, the addressing to be done in the mailing room of the Council and the communications to be mailed directly from that room, no listing of the addresses to be made in any case. Secretary Meridith made the suggestion that in all cases it would be well to request the parties so favored to return all the come-backs and changes of addresses to

the Council, in order that the mailing lists might in this way be kept up to date.

Thereupon, at 6:05 p. m., the meeting adjourned.

Attest:

(Signed) HERBERT N. SHENTON,
Acting Director.

559 Minutes of Meeting of Council of National Defense, May 19, 1920

There was held a special meeting of the Council of National Defense in the office of the Secretary of War at 10:05 o'clock a. m., Wednesday, 19 May 1920. There were present the Secretary of War, the Secretary of the Interior, the Secretary of Commerce, and the Acting Director.

The Chairman read a communication from Daniel Willard, Chairman of the Advisory Commission of the Council during the war. The letter discussed labor shortage especially in relation to railroads and suggested that the Council consider activities to the end of reducing unnecessary labor on public works and of reducing generally (by an educational campaign) the demand for nonessentials, thereby releasing labor for the production of essentials. On motion of Secretary Payne the matter was laid on the table until the next meeting of the Council with the recommendation that the Director prepare a report on the situation together with recommendations.

The Acting Director called the attention of the Council to the critical condition which seems to be developing on account of general underproduction of essentials. The Council requested that the Director have the staff prepare a confidential memorandum covering this situation for its own advice.

The Acting Director presented certain requests in order that a record might be made concerning situations which were in the nature of peace-time precedents of the Council.

The Chairman ruled, with the approval of the members present, that the Council or the staff of the Council cannot fulfill an executive request, direct or indirect, when that request is not considered by the Council to be within the provisions of the act creating the Council.

560 The Chairman also ruled that the Council or the staff of the Council cannot fulfill a request of the Chairman of a Congressional committee when that request is not considered by the Council to be within the provisions of the act.

The Council by vote approved the request for, or the acceptance of, the cooperatoin of private or voluntary agencies in collecting the kind of information which the Council is required to collect under the act. The Council does not desire to pass upon the nature and character of the institutions with whom such cooperative relations are worked out but leaves the same to the discretion of the Director unless on account of uncertainty in his own mind he deems it wise to refer the matter to the Council. The Council ruled that the results of findings obtained in this way should not be published until they had been submitted to the Council, together with a record as to the source of the specific findings. The case used for the determination

of the above precedent was the resolution of the interdepartmental Board concerning cooperation with the National Electric Light Association.

The Acting Director reported that the Council would probably return a balance of $15,000 to the Treasury on June 30th, with the exception of approximately $2,000 which would be needed for administrative expenses in settling the claims of the War Labor Board, the liquidation of which was transferred to the Council by an executive order. Payment to Mr. Wyatt B. Angelo of a salary at the same rate which he was receiving with the War Labor Board was approved.

The Acting Director filed a report as to the use which has been made of the mailing lists of the Council of National Defense which report was approved and placed on file. The Chairman of the Council called attention to the fact that one of the requests had been made by Secretary Lane while a member of the Council and the
561 other for the use of the lists in furthering a project which had the official endorsement of Congress. It was ruled that the Council approve the same procedure relative to the various mailing lists belonging to organizations whose properties were transferred to the Council by executive order as are in effect concerning the lists of the Council.

The Chairman of the Council was authorized to represent the Council at a hearing before the Senate Appropriations Committee on the appropriation for the Council as in the Sundry Civil Bill, H. R. 13870.

The Acting Director raised the point, shall the order to transfer the files of various government organizations to the custody of the Council mean that the Council is required to demand the physical transfer of such files to a place where they shall be under the custody of the staff of the Council? He was instructed to prepare for the Council a report concerning all files transferred to the Council of National Defense, stating their location and making such recommendations as he saw fit.

The attention of the Council was called to the existing problem of railroad transportation congestion. The request of fifteen cities to the Interstate Commerce Commission for Federal intervention is being considered by that commission. It is probable that the commission will establish priorities somewhat similar to war priorities and that it will inaugurate a public educational campaign to the end of relieving said congestion. The Council ruled that the Chairman of the Council should notify the Chairman of the Interstate Commerce Commission that the Council will be glad to make available whatever information the commission might desire and which could be procured from the priority records now in the custody of the Council and that it is willing to assist in any campaign of public education within the limits of the act.

The attention of the Council was called to anti-Japanese agitation on the Western coast. No action was taken.

562 The Acting Director presented a preliminary financial report on the Committee on Public Information Congressional appropriation and a preliminary statement of the condition of files and records of the committee which are for the report that the Director was requested to prepare by Senate Resolution No. 323. The Council left the matter of the approval of the report in the hands of the Chairman.

It was made a matter of minute that the Chairman of the Council made a report to the President concerning the oil situation as directed by the Council at the previous meeting and that the President had replied to the same. The reply is filed.

Thereupon, at 10:45 o'clock a. m., the meeting adjourned.

Attest:

(Signed) HERBERT N. SHENTON,
Acting Director.

563 Minutes of Meeting of Council of National Defense, June 14, 1920

There was held a special meeting of the Council of National Defense in the office of the Secretary of War at 11:00 o'clock a. m., Monday, June 14, 1920. There were present the Secretary of War, the Secretary of the Navy, the Secretary of the Interior, the Secretary of Agriculture, the Secretary of Commerce, the Secretary of Labor, and the Acting Director.

The Chairman stated that the principal reason for calling the meeting was the consideration of the letter from Daniel Willard to the Chairman of the Council, concerning especially the demand for labor on farms and the withdrawal of labor from nonessential industries. The letter had been tabled at the previous meeting of the Council.

The labor situation, and particularly those phases of it discussed by Mr. Willard in his letter, were carefully reviewed by the Secretary of Labor who mentioned certain slight relief to the labor situation which had been possible through the adjustment of conditions of immigration. He also spoke of a scheme to shut down industrial plants for repairs so as to effect a relief of labor synchronised with the temporary high demand for harvesters. The Secretary of Agriculture discussed the labor shortage in agriculture but emphasized the fact that it was necessary to maintain road construction, and this the more so because of the extremely limited faculties for the movement of crops at the present time and various unusual congestions in storage, particularly of grain.

After a general discussion it was the sense of the Council that the problem should be handled by States, communities, and other regional agencies. It was also the sense of the Council that there was no crisis at the present time sufficiencly serious to warrant a proclamation by the Council such as should be reserved for times of extreme crisis and national need.

564 It was moved, and the Council unanimously approved, that the Director of the Council in cooperation with the Secretary of Agriculture and the Secretary of Labor should draft a letter which, after having been approved by the Chairman of the Council, should be issued as an expression of the view of the Council. This letter should be sent to local chambers of commerce, rotary clubs, and other local organizations at the discretion of the Director. It should also be sent to persons formerly associated with the Field Division of the Council. In general, it should urge these parties to impress upon the communities their local responsibility for making such adjustments in the labor situation as are necessary in the interests of

national welfare, and it should also include suggestions as to ways and means whereby they might bring about the temporary release of such labor as would be of value especially in harvesting the crops.

The uninterrupted continuance of the salary of Mr. E. K. Ellsworth at $5,600 per annum from the time of the appointment at that salary by Mr. Clarkson to June 30th, 1920, was approved.

The Acting Director of the Council made a brief report on the survey commenced at the instance of the Interdepartmental Board of the Council concerning the coal situation which the staff of the Council was undertaking in cooperation with the U. S. Bituminous Coal Commission and other Federal agencies.

On motion of Secretary Wilson the Council appointed Herbert N. Shenton as director of the Council.

Thereupon, at 11:45 o'clock a. m., the meeting adjourned.

Attest:

(Signed) HERBERT N. SHENTON, *Director.*

565 Minutes of Meeting of Council of National Defense, February 21, 1921

There was held a special meeting of the Council of National Defense in the office of the Secretary of War at 3:30 o'clock p. m., Monday, 21 February, 1921. There were present the Secretary of War, the Secretary of the Navy, the Secretary of Agriculture, the Secretary of Labor, and the Director.

Mr. E. K. Ellsworth, who had been acting Director of the Council of National Defense since the resignation of Dr. Herbert N. Shenton, was appointed Director of the Council.

The Director was instructed to continue the policies previously agreed upon by the Chairman of the Council and the Director, namely, that the work of the research division be discontinued as soon as possible and that the Daily Digest be discontinued at once; that the employees engaged in the arranging of the files be continued until further instructions; that employees working on the accounts of the Committee on Public Information be continued; that the work in reference to the adjustment of the Bethlehem Steel Award be continued, and that sufficient force be retained to turn over the supplies and equipment to the General Supply Committee and to do the other necessary work of liquidation; but that all work should be completed and the office closed by June 30, 1921.

The Director asked the approval of the members of the Council for certain promotions, but after considerable discussion it was decided that no promotions should be made at this time.

Thereupon, at 4:00 o'clock p. m., the meeting adjourned.

Attest:

(Signed) E. K. ELLSWORTH, *Director.*

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